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ALBANY / Plan For The Capital City



## TEMPORARY STATE COMMISSION ON THE CAPITAL CITY

### LETTER OF TRANSMITTAL

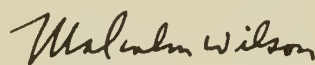
January 31, 1963

To: The Hon. Nelson A. Rockefeller, Governor of  
the State of New York:

The Legislature of the State of New York:

In accordance with the provisions of  
Chapter 319 of the Laws of 1961, the Temporary State  
Commission on the Capital City has the honor to submit  
herewith its report and recommendations.

For the Commission,

  
Chairman

### MEMBERSHIP

#### APPOINTED BY THE GOVERNOR

Lt. Gov. Malcolm Wilson, <i>Chairman</i>	Miss Grace E. Gustafson
Hillard X. Elitzer	Rev. Vladimir E. Hartman
Joseph F. Feily	Commissioner Keith S. McHugh
Commissioner James W. Gaynor	Commissioner J. Burch McMorran
	Gene Robb

#### APPOINTED BY THE TEMPORARY PRESIDENT OF THE SENATE

John R. Hauf	* Roger J. Moran, Jr.
	Frank Wells McCabe, <i>Vice-Chairman</i>

#### APPOINTED BY THE SPEAKER OF THE ASSEMBLY

	Assemblyman Edward F. Crawford
** Rev. Russell S. Gaenzle	John P. Hiltz, Jr.

#### APPOINTED BY THE MAYOR OF THE CITY OF ALBANY

	Assemblyman Frank P. Cox
John J. Murray	Mrs. Ida J. Yarbrough

#### EX-OFFICIO MEMBERS

Sen. Walter J. Mahoney, *Temporary President, The Senate*  
Assemblyman Joseph F. Carlino, *Speaker, The Assembly*  
Sen. Joseph Zaretzki, *Minority Leader, The Senate*  
Assemblyman George L. Ingalls, *Majority Leader, The Assembly*  
Assemblyman Anthony J. Travia, *Minority Leader, The Assembly*  
\*\*\* Sen. Austin W. Erwin, *Chairman, Senate Finance Committee*  
Sen. Elisha T. Barrett, *Chairman, Senate Finance Committee*  
Assemblyman Fred W. Preller  
*Chairman, Assembly Ways and Means Committee*

#### COMMISSION STAFF

William P. McGlone, *Executive Secretary*  
Dorothy E. MacTavish, *Secretary*  
Michael D. Caddy, *Research Assistant*

\* Appointed January, 1962, to replace James L. Herlihy, Resigned

\*\* Resigned August, 1962

\*\*\* Retired December 31, 1962

# REPORT OF THE COMMISSION

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## HISTORY OF THE COMMISSION

The Temporary State Commission on the Capital City was created by Chapter 319 of the Laws of 1961. This act specifically charged the Commission with the responsibility of "developing recommendations for a forward-looking, realistic and fiscally sound program directed toward the rehabilitation of Albany."

**SPECIFIC CHARGES IN ACT** — The act specified in Section 3\* that the Commission should:

1. Make a study of the economic resources of the Capital City, including a general inventory of the present land uses for residential, commercial, business and governmental purposes.

2. Make a study of the relation of the needs, as determined by the State as necessary for its governmental activities in the Capital City, to the community and its resources.

3. Cooperate with the appropriate municipal and state agencies in the preparation of comprehensive plans to achieve a proper distribution and intensity of the various land uses throughout the Capital City and to assure adequate access to and transportation facilities for the Capital City.

4. Make specific recommendations directed toward the rehabilitation of the Capital City including, but not limited to, recommendations as to: a) urban renewal and public and private housing programs; b) improvement of opportunities for employment through attraction of business and commerce; c) arterial highway circulation and other access and transportation facilities; d) construction and maintenance of streets and highways; e) traffic control; f) parking facilities; g) locations for public buildings; h) a civic auditorium; i) modernization of city building codes, and j) the effective use of federal and state assistance programs, developing such recommendations in cooperation with appropriate federal, state and municipal agencies.

5. Make recommendations as to the manner in which the comprehensive plans for the Capital City and any specific recommendations made by the Commission may be implemented, with attention to the fiscal implications of any recommended action, and the manner in which the future planning of facilities and services for the Capital City may be coordinated on a joint and cooperative basis by the State and the City of Albany.

The Act finally specified that the Commission "shall, not later than February first, nineteen hundred sixty-two, make an interim report to the Governor and the Legislature, and not later than February first, nineteen hundred sixty-three, a final report to the Governor and the Legislature".

**COMMISSION APPOINTED** — Eighteen persons were appointed to the Commission by the Governor, the Temporary President of the Senate, the Speaker of the Assembly and the Mayor of the City of Albany. In addition, seven legislative leaders are ex-officio members. Governor Rockefeller designated Lieutenant Governor Malcolm Wilson as chairman, and Frank Wells McCabe as vice-chairman. The first meeting of the Commission was held on July 6, 1961 — three days after the membership roster was completed. William P. McGlone, former Executive Director of the Council of Community Services of the Albany Area, was employed as Executive Secretary of the Commission.

**PUBLIC PARTICIPATION** — The Commission decided at the outset to give organizations and citizens in Albany the opportunity of making known their viewpoints. To achieve this objective, the Commission held two public hearings — on August 1, 1961 and October 4, 1961.

In addition, numerous conferences were held by the chairman, individual Commission members, staff and consultants with local citizens and groups, during which many suggestions for rehabilitating the Capital City were

received. Hundreds of other suggestions were received by the Commission through reader surveys sponsored by the Albany Times-Union and The Knickerbocker News.

**CONSULTANTS APPOINTED** — The Commission decided to employ experienced community planners as technical consultants. In early July, 1961, letters of inquiry were sent to twenty of the outstanding firms in the nation. On August 3, 1961, the Commission employed as its consultants, The Associated Planners. This group is a merged organization of three firms — Rogers, Taliaferro, Kostritsky, and Lamb of Baltimore; Maurice E. H. Rotival and Associates of New York City; and John Calbreath Burdis Associates of Albany. As part of their contract with the Commission, The Associated Planners established an office in Albany.

**REGIONAL PROBLEMS STUDIED** — The Commission and its consultants agreed that any study of the problems of the Capital City would have to consider regional characteristics and trends. As the first phase of their work, therefore, the planners conducted a broad study of the Tri-City Area (Albany, Schenectady and Troy), and Albany itself. This study serves as the foundation for the comprehensive plan described in this report, and formed the basis for the Commission's *Interim Report* which was submitted to the Governor and Legislature in January, 1962.

In the course of these initial planning studies, the consultants developed a number of alternative planning strategies, and sought the judgment of the Commission as to which course of action should be followed. On November 16, 1961, the Commission unanimously adopted Alternative Five which proposed to redirect future State functions and growth from the State Office Campus Site on Albany's western fringe back into the downtown area. This Planning strategy also envisaged a long-range program for rehabilitating both the Rensselaer and Albany banks of the Hudson River, and strengthening the downtown core of Albany.

**PLANNING FOR STATE FACILITIES IN THE DOWNTOWN CORE** — Following the decision to recommend the location of future State buildings in the downtown core, intensive studies were undertaken by The Associated Planners, in conjunction with the Governor's Building Space Committee, to determine the amount of land needed and the most appropriate area for these new State facilities. It was the judgment of the Commission that specific steps to this end should be taken in advance of the completion of the Capital City Plan. Consequently, in January, 1962, the Commission requested a twenty million dollar appropriation for acquisition by the State Superintendent of Public Works of property in the downtown area of the City of Albany for State purposes. Upon Governor Rockefeller's recommendation, the Legislature provided the funds requested.

**LAND APPROPRIATED** — On March 26, 1962, upon the advice of its planning consultants, the Commission recommended that the Superintendent of Public Works file maps taking for State purposes approximately 98 acres of land contiguous to and southeast of the Capitol as a site for future State buildings. In accordance with the recommendation, this land now referred to as the "South Mall" was appropriated by the State.

**DIVISION OF HOUSING TO MANAGE PROPERTY** — Following the acquisition of the South Mall area, Governor Rockefeller assigned responsibility to the State Division of Housing and Community Renewal for the management of the property and the development of an orderly program for the relocation of residents. A special office of this Division was set up in the area. Residents of the area became eligible for assistance in relocat-

\* The Commission's response to these specific charges is outlined on Page 7 of the following report.



ing, under provisions of Chapter 1000 of the Laws of 1962, which provides up to \$300.00 for moving of household effects of the occupants of buildings acquired by the State.

**ACTION TO COMPENSATE CITY OF ALBANY FOR LOSS OF PROPERTIES ON TAX ROLLS** — Also during the 1962 session of the Legislature, at the request of the Commission, Chapter 205 of the Laws of 1962 was enacted. It provides that owners and tenants of property acquired for State purposes in Albany, pursuant to recommendation of the Commission, shall be permitted to continue using the property until the State requires actual physical possession of it. The only condition attached was that they would be required to enter into agreements providing for fair rental payments to the State and payments of property taxes to the city. The intent of this law was to make certain that there would be no drastic disturbance of people or of city tax revenues, pending the orderly relocation of families and the carrying out of specific utilization plans by the State.

**ARCHITECTS APPOINTED** — Soon after the acquisition of the "South Mall", Governor Rockefeller announced the selection of Wallace K. Harrison, George A. Dudley, and Henry Blatner as architects for the State to develop over-all plans for the South Mall area under a contract with the Office of General Services. Close liaison between the architects, The Associated Planners, and the Commission has been maintained since that time. Careful study has been made by The Associated Planners and the Department of Public Works in order to insure the best connection of the Mall approaches to the arterial highway system. Moreover, the architects in planning the South Mall have given careful consideration to the provision of adequate parking and housing and to the integration of the State complex with the comprehensive city plan.

**RIVERFRONT PLANNING ACCELERATED** — In May, 1962, Governor Rockefeller urged the Commission, in conjunction with the Mayors of Albany and Rensselaer, to proceed as rapidly as possible in formulating plans for the redevelopment of both banks of the Hudson River — in the downtown areas of the cities of Albany and Rensselaer — as had been recommended in the Commission's Interim Report. To carry out this project, a special Riverfront Subcommittee under the chairmanship of Frank Wells McCabe was appointed by Lieutenant Governor Wilson and appointments to the Subcommittee were also made by the Mayors of the cities of Albany and Rensselaer. In order to carry out the detailed planings, the Governor made available through the Department of Public Works \$50,000 for the planning of this special project. A contract was entered into between The Associated Planners and the Department of Public Works, and \$20,000 of the sum available was utilized. The recommendations of this Subcommittee as approved by the full Commission are included on page 26 of this report, and illustrated on the accompanying site plan.

**CONVENTION HALL SUBCOMMITTEE** — In carrying out one of the basic charges of the Commission, the chairman also appointed a special Subcommittee under the chairmanship of John R. Hauf to develop recommendations concerning a civic auditorium. The Subcommittee worked closely with and received excellent cooperation from a subcommittee of the World War Memorial Authority. Meetings were also held and opinions solicited from representatives of the newspaper, radio and television industries, the Greater Albany Chamber of Commerce, local cultural, civic and sports interests, as well as from an advisory committee of local businessmen. This Subcommittee's recommendations as approved by the full Commission are included in this report on page 26.

**ACTION ON COMMISSION'S INTERIM REPORT RECOMMENDATIONS** — In addition to the appropriation of the funds recommended for the State acquisition of land in downtown Albany, action has been completed or is underway to accomplish six other recommendations made by the Commission in its Interim Report, namely: 1) the barring of authorization for additional office buildings on the Washington Avenue Campus Site; 2) consideration in the planning of the State University of the ultimate availability to the University of the buildings on the Washington Avenue Office Campus Site as the long-range growth of the University may require; 3) study of the research and development potential in the Tri-City Area, with particular reference to Rensselaer; 4) preparation by the Governor's Building Space Committee of a detailed program of State facilities appropriate to downtown Albany; 5) study of the Tri-City Area as a suitable location for the State's fourth Nuclear Research Center; 6) the exterior cleaning and rehabilitation of the State Capitol. (The Governor has recommended in his 1963 budget \$400,000 for the steam cleaning and pointing of the State Capitol.)

**ORIGINAL CHARGE TO COMMISSION CARRIED OUT** — In carrying out its original charge, the Commission has, during the eighteen months of its service, held twelve plenary sessions as well as numerous subcommittee meetings. Solid progress has been made not only in the preparation of the Comprehensive Plan for the Capital City, but particularly in the heartening action that has been taken in response to the Commission's specific proposals. Moreover, this progress has been recorded with considerable speed despite the delay occasioned by unanticipated opposition to the Commission's recommendation for development of the South Mall. This delay occurred during the period from April 1 to August 30, 1962 as a result of a temporary court order obtained by the City of Albany prohibiting the State from taking any action to develop the South Mall Site or to relocate the families living there. On June 30, the Appellate Division reversed the Lower Court ruling and on August 30, the City Administration announced that it would not appeal the case further. There has been since that time every indication of full understanding and cooperative action on the part of the City of Albany, and every indication of enthusiastic support of the program by the general public.

With this Report the Commission transmits to the Governor and the Legislature its recommendations for "a forward-looking, realistic and fiscally sound program directed toward the rehabilitation of Albany". This program is embodied in the Comprehensive Plan for the Capital City presented on the following pages together with the specific action recommendations of the Commission for implementing this Plan.

The Comprehensive Plan is based upon:

1. A Study of the economic resources of the Capital City, including a general inventory of the present land uses, prepared by Larry Smith and Company, real estate economists. The Capital City economic study is in turn based upon a broader study of the Tri-City economic base prepared by Lyoubmir Popovitch, urban economist. Both economic reports are filed in the Commission office with the documentation to this Comprehensive Plan Report for the Capital City.

2. A study of the needs, as determined by the State, as necessary for its governmental activities in the Capital City, which was prepared by the Governor's Building Space Committee in cooperation with the Commission's Planning Consultants. This study was of use to the Commission in arriving at its recommendation in March of 1962 as to the best site for the new State complex in downtown Albany. It has subsequently been refined and forms the basis for the architectural planning of the South Mall.



## ACTION RECOMMENDATIONS BY THE COMMISSION

In response to the specific charges placed upon it and in the light of actions taken and studies completed since its organization, the Commission submits to the Governor and the Legislature — and through them to the public officials and private citizens of Albany and the Tri-City Area of Albany, Troy and Schenectady — the following action recommendations. In proposing these actions the Commission is aware, that while its primary concern is with the Capital City of Albany under the charges placed upon it by Chapter 319 of the Laws of 1961, certain of its proposals, if carried out, will benefit not only the City of Albany but also the Tri-City Area and indeed the State as a whole. The Commission therefore recommends:

### 1. INTERIM REPORT RECOMMENDATIONS RESUBMITTED—

That appropriate action be taken to accomplish those of the Commission's action recommendations contained in the Interim Report which have not yet been implemented. While six of the Commission's ten recommendations made in January of 1962 have been—or are being—accomplished, action remains to be completed on:

a. Industrial Development Corporation—The organization by civic, commercial and industrial leaders in the Tri-City Area of the proposed Industrial Development Corporation, in cooperation with the Job Development Authority and the State Department of Commerce, (Interim Report Recommendation #3);

b. Regional Planning Agency—The creation of a Regional Planning Agency, embracing Albany, Schenectady, Rensselaer and Saratoga Counties and empowered to accomplish the comprehensive planning for the Tri-City Metropolitan Area which should serve as a guide for the definitive planning by the several municipalities within the four counties, (Interim Report Recommendation #7);

c. Historic Conservation Board—The creation of a Joint City-State Historic Conservation Board for the City of Albany, (Interim Report Recommendation #8);

d. Cleaning State Capitol—The exterior cleaning and rehabilitation of the State Capitol, (Interim Report Recommendation #9). The Commission is gratified to see the major improvements initiated by Governor Rockefeller in the beautification of the Capitol grounds and the program in process for the construction of a reflecting pool at the west entrance of the Capitol.

2. NUCLEAR RESEARCH CENTER—That there be established in or adjacent to the Tri-City Area a State Nuclear Research Center based upon State studies now nearing completion and in accordance with the safety criteria developed for same.

3. THE COMPREHENSIVE PLAN—That the Comprehensive Plan for the City of Albany within its regional frame which is set forth in this report be transmitted to the Mayor and City Council of Albany for their consideration and adoption as the plan for the Capital City of New York State. It is further recommended that the following proposals contained in this Comprehensive Plan be accepted by appropriate public and private agencies as the basis for an immediate program of action for implementing the plan.

a. Albany Land Uses—that the recommended land uses for the City of Albany (proposed on pages 18 and 19 of this report) be accepted by the municipal government as the method for achieving a proper distribution and intensity of the City's land use activities and that the City undertake the necessary amendment of its plans to accord with the said land use recommendations.

b. Adjacent Land Uses—That, in order to assure compatible development of land not only within the city limits of Albany but also in its environs, the land use recommendations for the Tri-Cities, with particular emphasis on areas contiguous to the City of Albany, including the Rensselaer waterfront, (proposed on pages 38 and 39 of this report) be similarly accepted by the governing bodies of the municipalities in these areas in coordination with their present and future plans.

c. Thoroughfares—That, in coordination with these recommended land uses and to assure adequate access to and transportation facilities for the Capital City, the arterial and thoroughfare plans for Albany and its regional frame (proposed on pages 18, 26, 29, and 38 of this report) be developed by the State Department of Public Works and by the responsible local governments. Within this recommended thoroughfare plan it is urged that particular emphasis be given to the completion, at the earliest possible date of the Interstate arterial along the riverfront so as to provide direct access from the Thruway and the Patroon Island Bridge to downtown Albany, including the State's South Mall development and that, pending its completion, interim access arrangements to the retail core be accomplished.

4. PARKING AUTHORITY—That in order to provide balanced transportation facilities for the Capital City, the recommended plan for parking facilities in and adjacent to downtown Albany (proposed on page 29 of this report) be accepted by the City government and that there be considered, as a method for construction of these facilities (in addition to the parking to be provided by the State), the development of a municipal transportation and parking authority empowered to issue bonds to be redeemed by revenues received from the parking facilities constructed. Particular attention is directed to the proposed downtown transportation center and to the re-arrangement of the rail passenger and freight facilities, the implementation of which can be assisted by the authority suggested above. Such an authority would be responsible for developing approximately 5,500 of the total parking spaces proposed for downtown Albany.

5. TRAFFIC AND TRANSIT DIVISION—That, while the matter of traffic control (signalization and policing) and maintenance of streets and highways, is the direct responsibility of the municipal government and is thus, both in terms of authority and level of detail, somewhat beyond the scope of the Commission's activities, certain suggestions are required of the Commission by the Act and are offered as technical recommendations which may be of help to the City. It is therefore recommended that there be created, within the municipal government, a Division of Traffic and Transit, either within the Police Department or directly responsible to the Mayor, charged with the functions of traffic engineering, signal-light maintenance and installation, street signing, establishing and enforcing of parking regulations, supervision of the local transit systems, and general supervision and direction of the street improvement and maintenance program. It is further recommended that this division be provided with competent staff to insure a general harmony and appropriate aesthetic consideration in the selection and/or design of standards, lights, signs and other street accouterments associated with traffic control.

6. IMPROVEMENT OF EMPLOYMENT OPPORTUNITIES—That, in order to improve the opportunities for employment through the attraction of business and commerce to Albany and the Tri-Cities region, the following specific projects contained in the report are recommended by the Commission in addition to the Capital Harbour (Recommendation #12) and Convention Hall (Recommendation #11) projects recommended below:



a. State Research and Development Center—That following more detailed study, the general encouragement of research and development activities be crystallized by the construction of a State Research and Development Center on the east side of the Hudson, (proposed as a research area on pages 20 and 21 of this report.)

b. Retail Core Project—That, in support of the State's new employment concentration in the South Mall immediately adjacent to Albany's commercial core and in recognition of the opportunity provided thereby for attraction of new enterprises into downtown Albany, the Retail Core Project designed to strengthen the existing retail core (proposed on pages 28-31 of this report) be undertaken as a high-priority project within the City's renewal program.

c. Tivoli Industrial Park—That, in order to provide balance to the employment opportunities created by the above recommendations, there be undertaken by the City of Albany with the assistance of the State Department of Commerce, the promotion of the planned industrial park in the Tivoli Valley (proposed on pages 20 and 21 of this report).

d. Housing—Finally, in recognition of the importance of adequate housing, not only to accommodate the increased population and employment that will result from the above recommendations but also as a method of reassuring the new enterprises whose decisions to come to the Capital City area are fundamental to increased employment opportunities, that the recommendations as to quantity, quality and location of new housing for the inner city presented on pages 22 and 23 of this report be accepted as part of the City's urban renewal and housing program. This report indicates a market potential for between 6,500 and 7,000 additional dwelling units in or near downtown by 1980, including the Rensselaer waterfront. Of these, some 4,000 units can be provided by the private development market, with the balance requiring some form of governmental assistance. In making this recommendation it should be understood that the dwelling units referred to are but part of the total housing potential envisaged for Albany and the Tri-City Sector,—i.e. Albany, Rensselaer, Schenectady, Saratoga and Schoharie Counties. These totals by 1980 are—for Albany, 13,200 dwelling units; for the Tri-City Sector—76,200 dwelling units.

7. RELOCATION PROGRAM—That, in addition to the expanded employment opportunities provided by the several projects recommended above, the Commission is also strongly urging the adoption of these projects as a means of providing the essential relocation space for those displaced by the development programs recommended by the Commission—particularly the development of the South Mall and of the Arterial system within the Capital City. While the Commission believes these programs to be essential to the improved economic health of Albany, it nevertheless is aware of—and deeply concerned with—the relocations occasioned by these programs. For example, the Retail Core Project and Tivoli Valley Industrial Park will provide improved space for the relocation of businesses and industries affected by the above development proposals. The larger and more urgent problem of relocation housing for displaced residents can be successfully solved through the swift implementation of the housing projects recommended above, in addition to the ongoing city program. The South Mall Plan itself proposes for immediate development of approximately 900 new dwelling units, 400 of which are planned as low rental units. In addition, the other housing projects proposed in the inner city area, adjacent to the South Mall, can provide 400 dwelling units a year of which one-third would be in the low-rental category. Giving recognition to the opportuni-

ties for residents to relocate to other areas than the inner City of Albany if they so desire, the total housing potential for the Tri-City Sector is designed to accommodate a long-term relocation requirement of 9,000 dwelling units.

8. URBAN RENEWAL PROGRAM—That as the framework for accomplishing these projects, the City take further advantage of the several state and federal assistance programs, including the provisions of the Federal Urban Renewal Program.

It is the judgment of the Commission that certain of the recommended projects can be incorporated with the City's present urban renewal program—which includes the Arbor Hill and South End general neighborhood renewal plans—developed for the City by Candeub and Fleissig. This can result in their development at an early stage through a responsible and feasible program of capital invested by the City and the State. The projects suitable for incorporation in the City's renewal program and planned in relation thereto are: a) The Retail Core Project; b) The Convention Hall Project; c) Appropriate elements of the Capital Harbour Project; d) The proposed Lincoln Park West housing project to the south of Madison Avenue and west of Swan Street.

It is also recommended that groups such as the Center Square Association in cooperation with the City of Albany investigate the suitability of the Conservation and Rehabilitation programs that are possible under the urban renewal program as a means of achieving the objective of preserving fine and historic residential districts, including the possibility of historic conservation demonstration projects assisted by the State Division of Housing.

9. PUBLIC BUILDING—That the locations for the following public buildings within the inner city of Albany be as proposed on pages 26, 27, 30 and 31 of this report, including: a) the South Mall State Buildings; b) Municipal and County office space; c) Convention Hall; d) Federal Office Building.

10. CODE MODERNIZATION—That, in the course of considering and adopting the land use recommendations of the Comprehensive Plan, the City's zoning ordinance and map, including the regulation of residential densities, be amended to conform to the plan. It is further recommended that the general suggestions for revising other city codes and ordinances affecting land use and buildings proposed in this report be considered by the City together with the provisions of the optimum method for enforcing same.

11. THE CONVENTION HALL—That there be developed a Convention Hall in downtown Albany as proposed in the following report. Based upon the report of its Convention Hall Subcommittee, the Commission further recommends that: a) the structure be designed to accommodate between 5,000 and 6,000 persons in its central auditorium with related exhibition space, meeting rooms and provision for parking and that the opportunity for space to be rented by appropriate commercial uses be recognized in the program; b) the Convention Hall be located in an area roughly bounded by Beaver, Grand and Green Streets and the approach to the South Mall, because this site provides the most convenient use by the greatest possible number; is strategically located between the downtown business district, the proposed Albany-Capital Harbour development, and the South Mall, creating the greatest potential for revenue-producing rental space; is at a mid-elevation between most of these areas, thus facilitating movement between them; is conveniently located for existing hotels and transportation facilities; assures good connections with the proposed arterial



street and highway systems, particularly with the main approach to the South Mall; is close enough to the South Mall's planned parking facilities to permit evening and overflow use of same, at times when such use will not conflict.

12. ALBANY-CAPITAL HARBOUR PROJECT—That there be continued, detailed planning of the Albany-Capital Harbour Project and its development as a cooperative undertaking between private enterprise, the State, the Federal government, and the appropriate municipalities as proposed in the report. In accordance with the report of the Riverfront Subcommittee, the Commission further recommends the acceptance by the appropriate municipalities of the project elements proposed in the Albany-Capital Harbour Plan for both sides of the Hudson; the construction of a new bridge at a location approximately 500 yards north of the existing Dunn Memorial Bridge with an interchange connecting with the Riverfront arterial and the South Mall approach; the construction of a platform at 40-foot elevation extending over the inter-state arterial and connecting the Riverfront Project with the retail core of Albany; and the elimination of the Maiden Lane Bridge and the concentration of railroad traffic on the Livingston Avenue Bridge with the attendant relocation of rail passenger and freight terminals.

13. IMPLEMENTATION—That in order to accomplish the Comprehensive Plan here presented, both as to its long-term and its short-term proposals, and in order to carry out the specific recommendations of the Commission set forth above with due regard for their fiscal implication and for the most effective use of appropriate State and Federal assistance programs, it is recommended:

a. Housing Development—That while the use of urban renewal programs will be essential to some of the developments proposed, a substantial portion of the housing development should be achieved by private enterprise outside the formal renewal program, utilizing all conventional financing aids as well as utilization of rental housing financing possible under regular FHA programs (such as Section 207 of the National Housing Act).

In addition, about 2,550 rental units for the inner city can only be provided under public stimulus or assistance such as that provided by: 1) the State's Mitchell-Lama program of low interest loans aided by partial municipal tax exemptions; 2) State-aided public housing with limited subsidy; 3) section 221-d-3 financing under the National Housing Act which permits a below-market interest rate for multi-family units in approved urban renewal areas; 4) low-rent public housing under federally-aided and state-aided housing subsidy; 5) the special financing provisions of the State Housing Finance Agency which, with funds raised from private sources, can make major progress in stimulating additional private housing facilities to meet the need for middle-income housing; 6) the FHA program of housing for the elderly which provides 100% mortgage financing on a long-term basis for non-profit organizations sponsoring such housing.

b. Highway Proposals—That maximum advantage be taken of the Federal Roads Program in developing the highway system. This system has been designed so as to be eligible for Federal participation in development costs as follows: 1) The Riverfront Arterial 90% of Federal assistance, 10% State; 2) the replacement for the Dunn Memorial Bridge—50% Federal assistance, 50% State; 3) the East-West approaches to the South Mall from the Riverfront to the Washington Park Connector—50% Federal assistance, 50% State and City; 4) the North-South connector along Washington Park—50% Federal assistance, 50% State and City.

c. The Convention Hall—That the Convention Hall be developed and operated by an authority representing private interests as well as the public interests of State, County and City. It could be the dominant element in a formal urban renewal project. Whether this project is restricted to the immediate site recommended (Beaver, Grand, Green and the Mall Approach) or whether the renewal project area is expanded to cover the entire sector between the rear of the State Street buildings and the Mall Approach and between Eagle Street and Broadway, should be the subject of a special study. The principle of urban renewal is nevertheless strongly recommended as a means of providing the site for this facility because: 1) the site would be available to the developer at a cost related to the public use proposed and without the inclusion of the cost of obsolete structures requiring demolition; 2) the City's cost of furnishing street connections, parking (including the Albany Garage) and other public improvements both for the Convention Hall and for the South Mall Approach would, under renewal, be recoverable as contributions in lieu of cash—and the City must undertake these improvements in any case if it is to receive maximum benefits from the South Mall and the Convention Hall; 3) such an approach would permit participation by the State through the possible contribution of some of its land adjacent to the Mall Approach.

As to the capital fund requirements of a renewal project on the site recommended, it is estimated that: 1) the City's share of the renewal cost would be about \$500,000; 2) the Authority suggested\* above would require about \$1,500,000 in funds to purchase the site as a developer and an additional 5 to 6 million dollars to construct and equip the buildings; 3) the total requirement of funds could be raised by a combined issue of revenue bonds having a priority and guaranteed by revenues assured from long-term leases between the City, the State and the Authority for periodic municipal and State-related functions in the facility and by long-term, subordinated bonds to be purchased by private enterprises which would be most directly benefited by the facility.

As to operational finances there should be acceptance of the possible need to bolster operating income by some annual subsidization of the facility by City and/or State and by capitalizing on the opportunity for rental income from private enterprises, including concessionaires.

As to benefits, these would be substantial, but largely indirect and derived from the circulation of new money brought to Albany and the Tri-Cities by convention visitors. The great potential for conventions in a state Capital—particularly the Capital of New York State—should assure many thousands of additional convention visitors each year assuming the development of the facility proposed. The resultant boost to the private economy of Albany would more than justify the City's share in renewal cost as well as the operating subsidies which may prove necessary.

d. Albany-Capital Harbour Project—That a major portion of the Albany-Capital Harbour Program be carried out as an urban renewal project, with one project on each side of the Hudson River.

It is recommended that a private development foundation be formed to work, in cooperation with the public renewal agencies of Albany and of Rensselaer (when created), to interest potential developers in the facilities proposed in the plan. In view of the contiguity of the Albany-Capital Harbour Project to the retail core, the same foundation could assist in implementation of the Retail Core Project. Consideration should be given to the creation of a revolving fund from private sources to be used by the founda-

\* Recommendation #13-C.



tion in "priming the pump" for these projects. Such a private foundation has been successful in Cincinnati, Cleveland, St. Louis and Pittsburgh, and is particularly helpful in downtown renewal because of its business contacts and financial know-how.

As an alternative to the private foundation mentioned above, or as supplement to it, it is recommended that a non-profit community development corporation eligible for low-cost mortgage loans from the State Housing Finance Agency be established; if the necessary legislation authorizing such corporations, recommended in the Governor's January 9th, 1963, message to the Legislature, is passed.

In support of the above private foundation and/or community development corporation, active cooperation with and support by the assistance programs of the State Conservation Department and the U.S. Army Corps of Engineers is strongly urged for the implementation of the marinas proposed. The Corps has responsibility for channel improvement and harbor development on navigable rivers such as the Hudson. The Corps' contribution for recreational use would be under the "Harbors of Refuge" Law, which permits the Federal government to contribute up to 50% of the cost. The balance would have to be contributed by other sources; and the State would be the sponsoring agency.

Assuming the successful development of the uses proposed, Albany's share of renewal costs would be approximately \$950,000 for which it would receive the direct benefits of increased tax revenues from the area as well as the indirect benefits of a reclaimed waterfront as an alternative to or as a supplement to the private foundation mentioned above and an eastern buttress to the retail core, rounding out the effects of the convention hall to the south, the State facilities to the west and the Clinton Square development to the north. The increased tax revenues are estimated at \$110,000 per annum, an amount sufficient to return the City's investment in about 12 years after completion of this project.

e. The Retail Core Project—That the Retail Core Project be accomplished as an urban renewal project with the assistance of the above proposed private development foundation.

Assuming the successful development of this project under renewal, the costs and benefits to the City would be as follows: 1) the City's share of renewal cost—\$2,500,000; 2) the indirect benefits—a major new magnet for the retail core and the attraction of the Tri-City shoppers to same; 3) the direct benefits—\$200,000 in annual increased tax revenues, sufficient to return the City's investment in about 15 years after completion.

f. The Tivoli Industrial Park—That this Industrial Park may be accomplished as a private development not requiring direct renewal investment. In this case, public assistance will be necessary in the form of improved access and active encouragement in promotion by the Economic Development Division of the State Department of Commerce. The benefits both in terms of tax revenue appreciation and increased employment would be substantial. Should urban renewal be required, the direct benefits above would far offset the relatively small investment required as the City's share of renewal cost.

g. Long-term Planning Proposals—That upon the early establishment of the Tri-City Regional Planning Agency and Industrial Development Corporation (Recommendation #1 above) and the Advisory Board for Capital City Planning (Recommendation #14 below), there should be a coordinated utilization of the several Federal and State assistance programs by these bodies in order to accomplish the long-term proposals of the plan

such as the development of the proposed industrial and recreational areas. The assistance programs of primary importance are: 1) the Federal urban renewal program; 2) the arterial program of the State Department of Public Works; 3) the industrial development program of the State Department of Commerce and the Job Development Authority; 4) the area redevelopment program of the Federal government for areas experiencing chronic underemployment; 5) the park and recreation land acquisition of the Conservation Department with particular emphasis on waterfront recreation; 6) the pollution abatement program for the Hudson and Mohawk Rivers prepared by the Water Pollution Control Board of the State Department of Health.

14. FUTURE CAPITAL CITY PLANNING—That in order to provide the basis for a coordination of future planning for the Capital City between the City and the State; in recognition of the legitimate interest of the taxpayers of New York State in preserving their investment in State facilities in Albany; and in recognition of the equally legitimate interest of the City of Albany in preserving its traditional right to control its own future by exercising its city planning function as a municipal program, there be created an Advisory Board for Capital City Planning.

This Board would be constituted so as to give equal representation to the City and to the State. Its powers, while merely advisory to the Governor and to the Mayor of Albany, would require that proposals affecting in a substantial way the physical fabric of the Capital City shall first be presented to the Board for review and recommendation prior to their implementation. These powers would be exercised within the corporate limits of Albany and would include the review of planning proposals affecting the use and density of land occupancy; of proposals affecting streets, thoroughfares and arterials whether planned by the City or the State; of changes in zoning; of significant development proposals by the City or the State or by private enterprise involving new buildings, including the review of the architectural design of said buildings.

#### COMMISSION'S RESPONSE TO CHARGES

*The specific items covered in the charge to the Commission, as listed on page 2, have been answered in the Commission Report and Recommendations as noted below:*

<i>Charge in Act</i>	<i>Commission Response</i>
<i>Sect. 1, Basic Revitalization Program</i>	<i>Report, pg. 3, "Original Charge to Commission Carried Out."</i>
<i>Sect. 3,</i>	
<i>1. Economic Study</i>	<i>Report, pg. 3, "Original Charge to Commission Carried Out."</i>
<i>2. State Needs</i>	<i>Report, pg. 2, "Planning for State Facilities in the Downtown Core."</i>
<i>3. Comprehensive Plan</i>	<i>Report, pg. 3, "Original Charge to Commission Carried Out," and Recommendation #3.</i>
<i>4. a) Urban Renewal</i>	<i>Recommendation #8.</i>
<i>Housing</i>	<i>Recommendation #6d, &amp; #7.</i>
<i>b) Improved Employment</i>	<i>Recommendation #6.</i>
<i>c) Highway</i>	<i>Recommendation #3c.</i>
<i>d) Street Construction and Maintenance</i>	<i>Recommendation #5.</i>
<i>e) Traffic Control</i>	<i>Recommendation #5.</i>
<i>f) Parking</i>	<i>Recommendation #4.</i>
<i>g) Public Buildings</i>	<i>Recommendation #9.</i>
<i>h) Civic Auditorium</i>	<i>Recommendation #11.</i>
<i>i) Code Modernization</i>	<i>Recommendation #10.</i>
<i>j) Assistance Programs</i>	<i>Recommendation #13.</i>
<i>5. Implementation</i>	<i>Recommendation #13.</i>
<i>Future Planning</i>	<i>Recommendation #14.</i>



## ACKNOWLEDGMENTS

Commission members want to thank all of the governmental officials,—Federal, State and local,—who have cooperated with the Commission and its consultants in the development of this Comprehensive Plan for the Capital City. We are appreciative of special help of Governor Rockefeller, Mayor Corning of Albany, Mayor McNally of Rensselaer, and their department heads.

We are indebted to Assemblyman Harvey Lifset, Joseph Jaycox, Albert Abrams, Walter Shaw, Henry Paley and Peter Dalessandro, who most capably represented ex-officio members at Commission meetings and wish to acknowledge especially the invaluable assistance of George Dudley, Director of the Office of Regional Development, for his technical help and counsel.

We acknowledge also the assistance of John S. Wyld of the New York State Department of Commerce, and of E. Burton Hughes, Deputy Superintendent of Public Works, and numerous staff members and consultants of the Department of Public Works for their work involving the arterials, as well as Eugene Devine, William S. Sillery and James S. Millea, non-Commission members of the Riverfront Subcommittee; Bertram Freed, Stanley Cox, Harry D. Yates and Joseph Yezzi, members of the Convention Hall Advisory Committee; and Judge Edward Scheiberling and members of the Subcommittee of the World War II Memorial Authority; also Joseph Leone, Director of Urban Redevelopment of the City of Albany; and Candeb Fleissig & Associates, planning consultants to the City of Albany.

We also thank the Citizens Planning Committee, the Center Square Association, and many other local civic, social, fraternal, cultural and recreational organizations too numerous to mention; the Greater Albany Chamber of Commerce, the Convention Bureau, and Downtown Albany Unlimited.

We are indebted also to The Knickerbocker News, The Times Union, and all local television and radio stations for their comprehensive coverage of Commission activities, and finally the many persons who contributed suggestions through reader surveys in the newspapers, testified at public hearings, or submitted information to the Commission office.

## CONCLUSION

The Commission respectfully submits this report to the Governor and the Legislature as its plan for the rehabilitation of Albany. The implementation of this plan will, in our opinion, result in a Capital City of which not only its residents but the people of the entire Empire State will take proper pride. Albany can become a fitting symbol of the leadership role which New York State has earned in the nation and throughout the world.

Although some of the proposals in this report are of a long-range nature, there is urgent need for an immediate start toward carrying out this plan—if the objective is to be realized. The report therefore has emphasized a series of specific recommendations and planning proposals which the Commission believes to be realistic, fiscally sound and capable of early implementation. In our opinion it is essential that immediate steps be taken to enlist the financial support of private interests, the full cooperation and active participation of the Albany City Administration and to retain the essential participation of State government in carrying out the proposed program. Certain programs recommended in the report require State enabling legislation, some require local legislation. Certain programs require additional study, and in situations where alternative solutions have been offered, decisions as to the most feasible solution will have to be made.

We believe also that in order to assure the establishment of certain organizations which are deemed essential for the implementation of the Capital City Plan—a concerted effort must be made by some official group during the next year to bring together governmental officials of the Tri-City Area to discuss and hopefully create a regional planning agency to initiate meetings of commercial and industrial leaders with the objective of securing their support in establishing an industrial development corporation, a development foundation, and providing private capital for projects listed in the report, to interpret to civic leaders the various elements of the Capital City plan and stimulate interest and action in the community and by the City Administration.

It is recommended, therefore, that the Temporary State Commission on the Capital City be extended until March 31st, 1964.



# REPORT OF THE PLANNERS

*Albany, the Capital of the State of New York, with Troy and Schenectady, is part of the Tri-City Metropolitan Area. It is situated at the crossroads of the industrial, intellectual and cultural heart of the Northeast Region of North America. This region, containing a broad range and substantial supplies of natural resources, extends from Canada's undeveloped eastern provinces, now booming with growth, to the World's most highly industrialized urban centers, on the North-Atlantic coast. It contains the roots of North American civilization, the melting-pots of great cities, and the financial and diplomatic headquarters of the World. The St. Lawrence Seaway, ultimately extended southward through Lake Champlain and the Hudson River, connecting the Great Lakes with the Atlantic shore, will strengthen the Northeast Region's links to adjacent regions. Albany in the Tri-City Area is an important hub of this region.*

## I. THE FRAMEWORK OF THE PLAN



## KEY DECISION FOR THE FUTURE

The dominant functions of Albany in its metropolitan area are determined by regional factors. In addition to important manufacturing components, the economic strength and formative factors of the area are:

- the government of the State of New York;
- the commercial and business functions of a Capital City and an important urban nucleus;
- the education and research functions generated by its ready accessibility to the major cultural and technological centers of its region.

The future of Albany and the structure of its Plan, will be determined by the decisions which are taken pertaining to location and arrangement of these major functions. But Albany is an integral part of the Tri-City Area, an urban agglomeration which will approach a total population of one million within the next twenty years. These decisions must therefore be made within the context of this Tri-City Area as a whole.

Five alternative development strategies or "keys" were studied and appraised, to serve as a basis for reaching these fundamental decisions about location of these formative factors. The location of State Government offices is the "key" to the arrangement of other activities. The alternatives are described below.

**KEY 1 — EVOLUTION:** If present policies and programs were continued, including completion of the State Office Campus, this would cause a permanent dichotomy of Albany's dominant component, State offices, accelerating the dispersal of Tri-City functions. The Latham center would become the area's major commercial core, in the absence of a strong focus on downtown Albany.

**KEY 2 — CORE CONCENTRATION:** If the State Government would return to Albany's core, this would confirm downtown Albany as the center of activity and commerce in the Tri-City Area. "Campus" buildings would eventually be converted to State University use.

**KEY 3 — MOHAWK FOCUS:** If a new Capital were built, as at Versailles, Brasilia, or Chandigarh, dramatically overlooking the Mohawk River, this location would become the center of the emerging Tri-City metropolis. It would confirm Latham as the commercial core.

**KEY 4 — THACHER PARK FOCUS:** If a new Capital were built in Thacher Park, in an even more dramatic location overlooking the entire metropolis, and clearly visible from everywhere, this scheme would provide no impetus to other components in the Tri-City Area. It would isolate the Capital and encourage further suburbanization in the area.

**KEY 5 — TRANS-HUDSON COUNTERPOISE:** If the State Government reestablished within Albany's core, it would spur the latter's other functions, as in Key 2, and would contribute to re-developing both sides of the river. A major research center would be developed on the heights across the river in Rensselaer, and the waterfront reclaimed for cultural and community use.

After a careful consideration of the relative merits of each of these alternatives, Key 5 was selected. The comprehensive plan for Albany, as presented on the following pages, has been designed on the basis of this decision. Some of the principal elements of this plan will be located in the Core of Albany, as illustrated on the opposite page: the new State Government complex, the renewed business center, the development of the waterfront, and a new bridge across the river to the proposed community and research facilities in Rensselaer.

*Key 1:  
Evolution*



*Key 2:  
Core Concentration*



*Key 3:  
Mohawk Focus*



*Key 4:  
Thacher Park Focus*



*Key 5:  
Trans-Hudson Counterpoise*

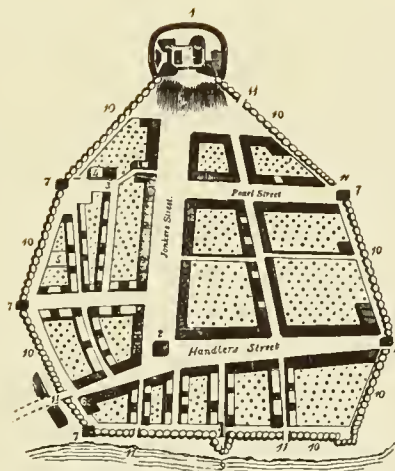








## THE FUTURE FORM OF THE CORE

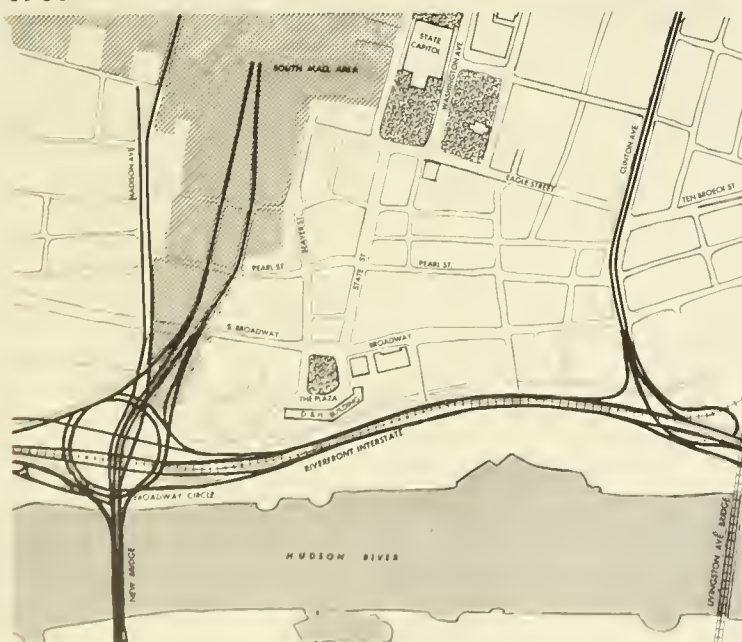


PLAN OF ALBANY, 1695.

- |                      |                                |
|----------------------|--------------------------------|
| 1. The fort.         | 6. Stadhuis, or City Hall.     |
| 2. Dutch church.     | 7. Blockhouse.                 |
| 3. Lutheran church.  | 8. Great gun to clear a gully. |
| 4. Its burial place. | 9. Stockades.                  |
| 5. Dutch church do.  | 10. City gates, 6 in all.      |



1960



1980

The dominant elements of a community's plan are normally found at its core. The selection of Key 5, which proposes the concentration of State Government functions and the development of new community and research facilities adjacent to Albany's Central Business District, emphasizes the importance of the form of the core of Albany to its overall plan.

The plans on this page point out the evolution of Albany's downtown form, which was determined many years ago when the Dutch first settled around Fort Orange. In colonial days and in the nineteenth century, the downtown of Albany, like the downtowns of cities all over the country, was the center of all of the life of the settlement and the surrounding countryside. It was the center of trade, communication and business.

When the settlement grew into the city of Albany, the early street pattern in the downtown, including State Street, Pearl Street and Broadway, remained to dictate the form that future development would take. New buildings replaced older ones, but they were erected along the same street lines. These early streets are still in evidence on the map of downtown Albany today, illustrating the control which the past places on the building of the present.

Today, the downtown street form has become inadequate to accommodate the activity of a modern city, due to the vast traffic which it generates. Old buildings are no longer quickly replaced with new ones. As a result, the old downtown has been losing its special significance as the center of activity, and new centers of trade, communication and service are developing in nearby suburban areas. New building has occurred elsewhere, since the inherited form of the core could no longer adequately serve it.

In order to adapt Albany's downtown to tomorrow's pattern of living, major changes in the form of the core are required. The location of the new State offices in the downtown will provide the incentive for its rebuilding and assures that it will remain as the principal center of activity in the Tri-City Area. This project alone will require that the existing street system of Albany's core be redesigned and modified. Thus, with the State investment in the downtown as a major new element, many other new features can be introduced by both public and private bodies.

A major new waterfront highway will enable vehicles travelling at high speeds to pass along the Hudson River either through the city or as a means of entrance into it. Major arterial routes will extend through the downtown, from the north and south and the east and west, providing easy access to the city's center. A new bridge across the Hudson River will provide direct access from the growing communities on the east shore of the river to Albany's State Office Complex as well as to its renewed retail and business center. Conversely, it will connect Albany's Central Business District to the new residential, recreational and community developments on the waterfront in Rensselaer, and to the new research complex.

Forecasts, market studies, and the comprehensive plan presented in this report predict many changes for Albany's core. The downtown of Albany will become the location for a new convention hall, an art center, and a transportation center. Opportunities for trade and business will be expanded; the retail shopping center will be renewed; additional office structures and a new hotel will be added. Modern apartment houses and town houses will provide new opportunities for downtown living. The waterfront, close to the heart of the business district, once the source of Albany's prosperity, will be reclaimed for living and for recreation. A boatel in the heart of the downtown area will provide an in-town location for this growing leisure-time sport.

A modern downtown, with structures dramatically climbing the hill, will be climaxed with the new State complex on the top, symbolic of the government of the State of New York, and responsible for the transformation of Albany's plan. Adequate parking space, adequate streets, together with the new commercial buildings, public facilities, and numerous new opportunities for business and recreation, will inject economic vitality and concentrated urban activity into the heart of Albany.



The decision of the State to locate its offices in downtown Albany, in accordance with Key 5, led to an intensive study of alternate sites for the State complex, in the context of the overall plans for the core. The determination of this site was necessarily a major contribution to the design of the future form of Albany's core. The selection of the South Mall site followed these investigations. The four photographs below show early studies which preceded the South Mall selection.

The scheme for building the State office structures on the waterfront would have focused the new downtown at one of Albany's important natural features, the Hudson River. It was rejected because the new complex would have been remote from the existing offices on the hill. Structural and functional integration would have been difficult.

A scheme to build on a lease-purchase arrangement, in which buildings would be constructed privately and rented to the State, would have scattered these offices throughout the downtown. Its disadvantage would have been the failure to create as a unit a structural symbol of the State Government.

A third scheme, to construct a "north platform", bridging the Sheridan Ravine, for the State offices, would have been the most dramatic. However, because of the difficulties involved in staging and in moving the highway crossing of the Hudson River from the Patroon Island location to this one, this proposal was also rejected.

The fourth scheme was the "South Mall" which was favored because it was adjacent to the existing State complex, and because the elevation could contribute to a dramatic development of the State Capital's skyline.

Thus the general location was established for the first and major new element in Albany's form for the future. The drawing on the right shows how preliminary plans for transportation and related development as well as preliminary studies of the relationships of the State buildings among themselves led to the determination of the precise boundaries of the site for the South Mall.

1: Waterfront



2: Lease-Purchase



3: North Platform



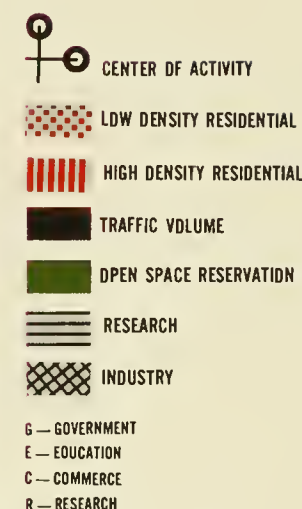
4: South Mall



*A Preliminary South Mall Plan*







## MAJOR ELEMENTS OF THE ALBANY PLAN

The plans for Albany's core, outlined on the preceding pages, are an inseparable part of the comprehensive plan for the city as a whole.

By the year 1980, estimates forecast that the City of Albany will have as many as 30,000 more residents, 10,000 more dwelling units, and 6,000 more school children. In the coming years, many homes and other facilities will be razed as a result of decay and because of public and private action. The demands of the increased population and the replacement of outdated and inadequate structures will lead to a vast reconstruction of Albany. There will be as many as 38,500 new jobs in the city by 1980, strengthening Albany's role as the major center of employment and trade in the Tri-City Area. New industrial complexes, office complexes, and retail areas will be added to the city's land uses.

The State of New York will contribute substantially to the construction of a new Albany. The new State University on the site of the Albany Country Club will offer college and graduate work to at least 10,000 students by 1975, and, with further expansion, the opportunity presents

itself to develop a true "University City". The State Office Complex in the downtown will be the initial element in transforming this area of the city.

Albany will be fully serviced by expressways which will strengthen its transportation connections with other places. New arterials, linking the several parts of the community, will improve movement to and within the city.

As Albany grows in its regional role, the areas surrounding it will develop into residential communities, providing housing for the families who will draw their income from the city itself. Rensselaer will be more closely tied to Albany and will become increasingly important as the site for important research activities.

Reservation of large areas of open land is proposed to provide for breathing space, for recreation and institutional uses, and for land banks for the future population. New sites are proposed for industry, including the Tivoli Valley to the north, further development of existing industrial areas north and south of the urban waterfront, and for development of transportation and shipping facilities to accommodate this industry.





- URBANIZED AREA
- SATELLITE COMMUNITY
- C — COMMERCE
- E — EDUCATION
- G — GOVERNMENT
- I — INDUSTRY
- M — MILITARY
- P — PARK
- R — RESEARCH
- T — TRANSPORTATION

## MAJOR ELEMENTS OF THE TRI-CITY PLAN

While Albany will primarily be a governmental and service center, its future is linked to the development and growth of the entire Tri-City Area. By 1980, there will be between 200,000 and 300,000 additional residents in the Tri-City Area, and between 110,000 and 150,000 new jobs, if present growth indicators are realized. Realization of these potentials will require comprehensive and coordinated planning.

The transportation framework for rail, air and water routes will be improved as its requirements are expanded. The highway system, is planned here as an integrated system of three loops made up of several interstate and expressway routes.

The first of these highway loops, an *urban connector*, will serve the central cities of Albany, Schenectady and Troy. The second, a *mid-loop*, will serve the suburban areas surrounding the urban centers and will provide access to the radials. The outer loop, a *scenic loop*, will connect the villages and hamlets on the fringe; and will provide a scenic route including several major recreation centers.

All of these proposed highways will link the major regional roads, the Berkshire Thruway, the Northway and the New York State Thruway, to the Tri-City Area. Major trade, industrial and activity complexes will flourish at locations served by the more important components of this transportation network.

The increased population will create pressures for the development of more open land for residential purposes. To overcome the problems of suburban sprawl, distinct communities are planned, each having its unique combination of dwelling types, community facilities and convenience commercial centers. Some will be planned as satellite communities, outside the denser urban area.

Large areas of land should be reserved through a green space program. Some of these lands should be preserved in their natural state, some might include very low-density housing and some might be utilized for recreational purposes. Fingers of open space will lead from these major reservations into the urbanized areas, providing buffers and recreational land, as shown in the Albany Plan.

## REGIONAL ELEMENTS OF THE FUTURE

To an important extent, the future of Albany and the Tri-City Area will be determined by what is done in the larger universes which contain it. The Tri-City Area is one of four sectors and the urban heart of the *Hudson-Mohawk Valley Zone*. This is an entity endowed with a common economic base of diversified manufacturing, from Utica to the west and Glensfalls to the north, to Kingston and Poughkeepsie to the south. There are six such zones in the *State of New York*, of which Albany is the capital city. This State, and areas immediately adjacent to it are the center of the *Northeast Super Region*, which consists of the provinces of Quebec, Ontario and the Maritime provinces of Canada, and the New England States, Pennsylvania, New Jersey and New York in the United States.

The major concentrations of population and activity in the Northeast Region are the principal markets for industrial goods produced in the Tri-City Area. Prospects for those urban centers which affect the Tri-City Area directly, including the latter, are given in the following list, in the form of an index of consumption ability, reflecting population and income growth, and using 1960 as a base:

Montreal-Ottawa	2.98	Boston-Worcester-Providence	1.71
Rochester-Buffalo-Toronto	2.15	Lower Connecticut Valley	2.32
New York-New Jersey		Syracuse Area	2.45
Consolidated Metropolitan Area	1.79	Binghamton-Elmira	1.80
		Tri-City Area	2.03

Within the Northeast Region, are found some of the World's principal sources of natural resources, including iron ore (Quebec & Labrador), copper and nickel (Sudbury, Ontario), asbestos (Quebec), lead (Newfoundland), lumber and pulpwood (Quebec, Ontario and Maine), coal (Pennsylvania) and electric power (Niagara and International Rapids). These resources are the foundation of industrial development in the Region, and therefore in the Tri-City Area.

The ten principal types of manufacturing in this region, generated both by its resources and its markets, are also those which will develop most readily in the Tri-City Area. Listed in descending order of importance, they are: food industries, electrical machinery, fabricated metal products, chemicals, machinery except electrical, primary metal industries, transportation and equipment, apparel, printing and publishing, paper and paper products.

Some of the major highways of this Region converge on Albany and the Tri-City Area: the Massachusetts Turnpike, the New York Thruway, the Northway and the Taconic Parkway. The New York Central Railroad, if it merges with the Pennsylvania Railroad, will become one of the major rail networks in the World; the Delaware and Hudson connects to Montreal. Industrial development in the Tri-City Area is proposed on sites served by these highways and railroads. Monorail or rapid transit facilities could add a new dimension to transportation and industry.

The New York State Barge Canal, shortened via the Oswego cut-off, and eventually the improved Champlain Waterway, will connect the Saint Lawrence Seaway and the shores of the Great Lakes to the Atlantic Seaboard, South America, Africa, and the Pacific via the Panama Canal. Albany will thus become a port on one of the World's most active routes of international trade, accessible for every kind of raw material, and to markets everywhere.

### GROWTH PROJECTIONS

Universe	Population (1000)		% increase 1960-80	Value added by Manufacture (\$1,000,000)		% increase 1960-1980
	1960	1980		1960	1980	
Tri-City Area	680	980*	44%	687	1,330	93%
Hudson-Mohawk Valley Zone	1,590	2,370	49%	1,499	2,650	77%
New York State	16,795	21,720	29%	15,892	24,380	53%
Northeast Region	58,000	81,820	41%	53,499	94,100	76%

\* Population growth projections for the Tri-City Area in 1980, based on alternate methods of computation, range from 880,000 to 1,040,000.



## II. THE GREATER ALBANY PLAN



## COMPREHENSIVE PLAN FOR THE GREATER ALBANY AREA

The plan for the City of Albany is presented as a part of the Greater Albany Area including adjacent suburbs which can be considered to be inseparable from the central city. The boundaries of this Greater Albany Area are not specifically defined, however, as it is in turn an integral part of the Tri-City Area.

### EMPLOYMENT

At present, Albany is the major center of employment in the Tri-City Area, employing 80,000 persons, some 30,000 of whom commute daily to the City. The plan for Albany forecasts that in 1980, the City will continue to dominate the metropolitan area, with jobs for more than 118,000, some 53,000 of whom will commute to the City, often from greater distances due to improved highways.

The most intensive use areas of the area by 1980 will be the downtown, the campus-university area, and the waterfront and heights in Rensselaer opposite the Albany core. The downtown will combine retail, personal and institutional services and State Government offices, together with entertainment, cultural and creational facilities, and multi-family housing for all economic levels. The State University Campus to be built on the Country Club site adjacent to the State Office Campus, will generate many activities and land uses around the needs of its many employees and students. This demands that a true "University City" be created. The increase in land devoted to institutional use will be the major change in the future distribution of Albany's resources; yet these uses will be responsible for a substantial part of Albany's economic future, both in direct employment and in related activities. Between the State University Campus and the South Mall, further institutional development is planned for Washington Avenue. Both sides of the Hudson River are proposed for development, near downtown Albany, for residential, recreational and cultural purposes. On the heights in Rensselaer, on the east side of the Hudson, visually opposite the State Office Complex, a new research center is proposed.

Manufacturing will continue to play an important role in the future. By 1980, the major centers of industry in Albany will be in the Fuller Road area near Pine Bush, in Tivoli Valley, in the vicinity of the port, and in the north Albany area. Industry will also develop in areas immediately adjacent to the City and in the riverfront communities — Rensselaer, Menands, Troy, Watervliet, Green Island, and Cohoes. Colonie, near the interchange of the Thruway and Northway, can develop into a new industrial center. Modern industry will require more land area and floor space per worker, as the one-story plant, increasingly automated, and large parking areas develop. The plan proposes to develop these new industrial complexes together in landscaped industrial parks in areas with ready access to expressway, rail and navigation facilities.

### CIRCULATION

To service these developments, it is essential that the City be easily accessible from the outside, and that adequate facilities be provided for circulation within it.

The New York Thruway and the Northway will connect Albany to the zone and region. These two expressways join in the western part of Albany, adjacent to Colonie and Guilderland, where a major opportunity for further development of industry and distributive uses exists. A high-speed Riverfront Interstate route is under construction and when completed it will connect the developed areas along the Hudson River from Troy

to Albany, to the Thruway and to the Northside Arterial, a main expressway connector running east and west at Patroon Island toward the Northway. A proposed road, which will parallel Route 5, will be part of the major spine connecting the three major cities of the Tri-City Area.

This combination of new roads will be one of the most important ingredients of Albany's future. North-south crosstown routes intersecting the major expressways will become the major organizational lines of the City. They will include a crosstown passing east of the State Campus, and another crosstown which will pass west of the State Mall, providing access to the major generators of traffic, such as the new State buildings and Albany's business center. The approach from Rensselaer, which includes a new bridge north of the present Dunn Memorial, will intersect with the Riverfront Interstate and will provide an additional access to the downtown and the new State offices.

### HOUSING

By 1980, the City of Albany will require from 12,000 to 16,000 new dwelling units. The County as a whole, together with the adjacent City of Rensselaer will have from 32,000 to 43,000 new units. The major residential growth will take two forms: an increase in the density of units in and around the center of Albany, and new residential development in presently undeveloped areas.

Because most of the rest of Albany is already developed, new residential areas will be developed on vacant land primarily in Pine Bush and around the State Campus areas. Other residential development will be primarily outside of the City, adjacent to the arterials feeding into it.

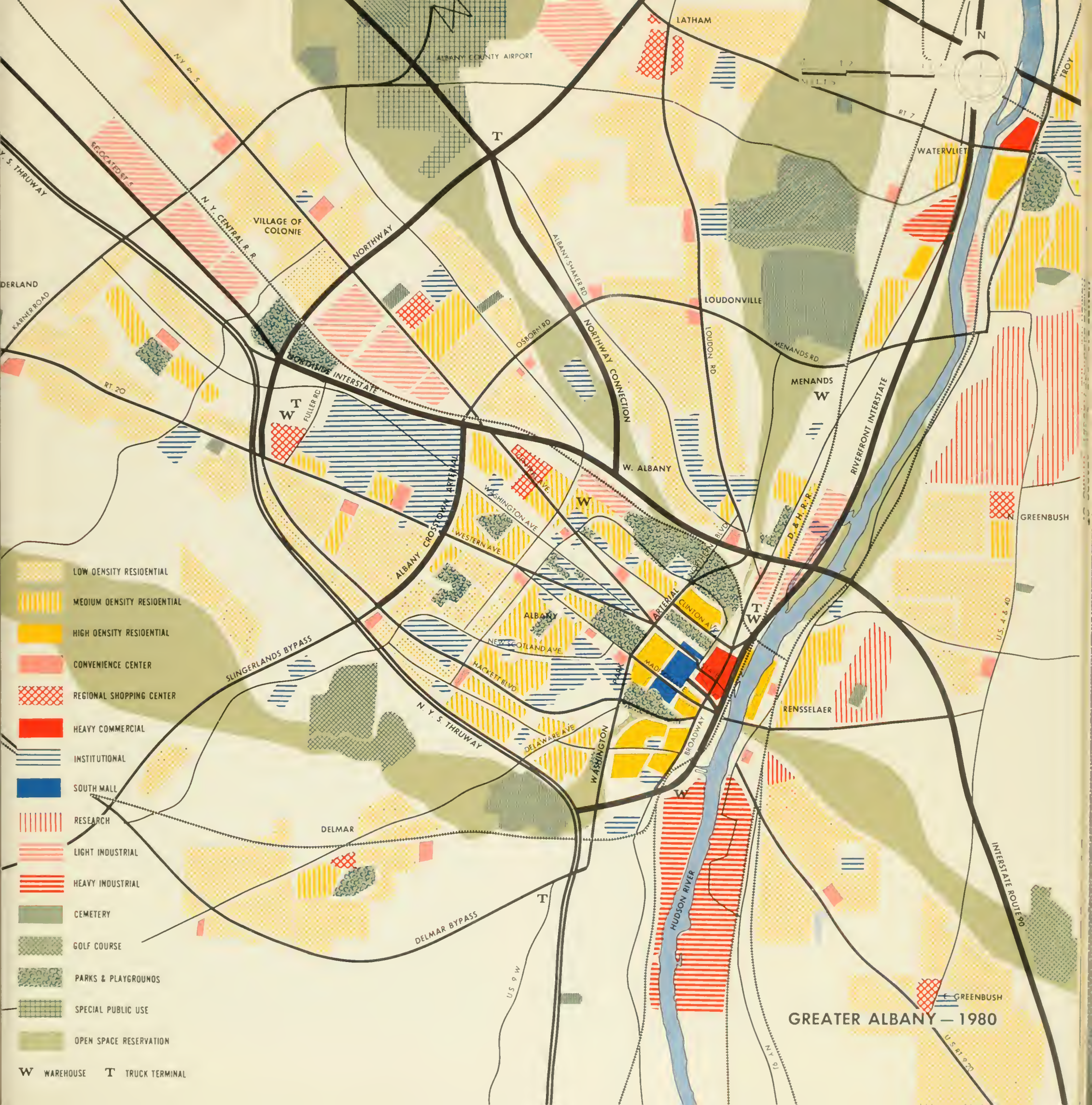
Instead of the traditional suburban pattern of sprawling single family homes, these new residential areas are planned to provide a wide variety of housing types, built around community centers with retail facilities and apartment houses. A variety of single family houses, row houses, garden apartments and even, in some areas, high rise apartments, will offer a choice both of housing types and of location. Housing for all economic and social groups is proposed — public, old age, Federal-aided, State-aided, and privately developed. The areas which will experience the greatest growth will be in the vicinity of State University Campus, Guilderland, Bethlehem, East Greenbush and Colonie.

Housing opportunities downtown are planned to offer living accommodations for high, middle and low income families. Upper-income apartments are proposed for the riverbank and north of Lincoln Park; moderate income housing is appropriate for Arbor Hill; and low income housing is planned adjacent to the mall approach from the east. A major effort of residential rehabilitation must be undertaken, patterned after the activities in the Center Square area and the proposed program for Arbor Hill.

### OPEN SPACE

With the growth in population and the demand for land for all uses, it is important that some open space reservations be provided. Green belts are proposed to prevent residential neighborhoods from losing their identity in a continuous and formless urban mass, and to provide recreational land for the future population. One of the green preserves is proposed south of Albany, along Normanskill. A second is proposed north of Colonie, parallel to the north side of Albany, and linked to the airport. A third is planned on the river highlands of Colonie. Another open space has been located in the middle of Rensselaer.





- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- CONVENIENCE CENTER
- REGIONAL SHOPPING CENTER
- HEAVY COMMERCIAL
- INSTITUTIONAL
- SOUTH MALL
- RESEARCH
- LIGHT INDUSTRIAL
- HEAVY INDUSTRIAL
- CEMETERY
- GOLF COURSE
- PARKS & PLAYGROUNDS
- SPECIAL PUBLIC USE
- OPEN SPACE RESERVATION

W WAREHOUSE T TRUCK TERMINAL

GREATER ALBANY — 1980



## INDUSTRY IN ALBANY

### INDUSTRIAL EMPLOYMENT

The number of employees engaged in manufacturing in the City of Albany is over 7000. This is more than one-third of the 21,000 so employed in Albany County and 11% of the metropolitan area's 63,000. Some 5000 of these 7000 are actual production workers while the remainder fill administrative, sales and other non-production posts.

Albany, unlike most other communities in the metropolitan area, does not have a few major manufacturing firms which employ a majority of all persons engaged in that field. Instead, Albany has almost 60% of its production workers employed by moderate-sized firms employing one hundred to four hundred persons. These firms, over twenty in number, are involved in a wide variety of activities and provide Albany with a relatively stable employment situation in the manufacturing field.

Firms employing twenty to ninety-nine persons account for an additional 20% of Albany's total manufacturing workers; firms employing less than twenty account for the balance. Small industries and businesses of all types tend to flourish in urban centers like Albany because of the availability of workers, cheap workspace and a market for goods produced.

Of the total labor force of the Tri-City Area, 30% are employed by manufacturing concerns. One-third of all male employees and one-fifth of all female employees work in manufacturing plants. Men dominate all manufacturing industry types in the Tri-City Area except one, apparel,

where over 75% of the personnel are women. For them the three most common occupational categories are operatives, clerical and service, where they comprise thirty-five, twenty-six and forty percent of the reported work force, respectively. All other categories engage a limited number of females. The actual overall percentage of women employed in manufacturing in the Tri-City Area is somewhat less than in New York State as a whole. This difference is partially due to the other employment opportunities available to area women, but it also indicates a potential source of workers for new industries coming into the area.

The industries in the Tri-City Area having the greatest share of employees are apparel and related products; food and kindred products; and paper and allied products. In Albany County, the front-runners are the food, printing and primary metal groups. The City of Albany is prominent in the food and printing categories. Firms with similar or related products may be attracted to the Tri-City Area and could expect to find a large available reservoir of skilled craftsmen and operatives on which to begin drawing employees.

### INDUSTRIAL GROWTH

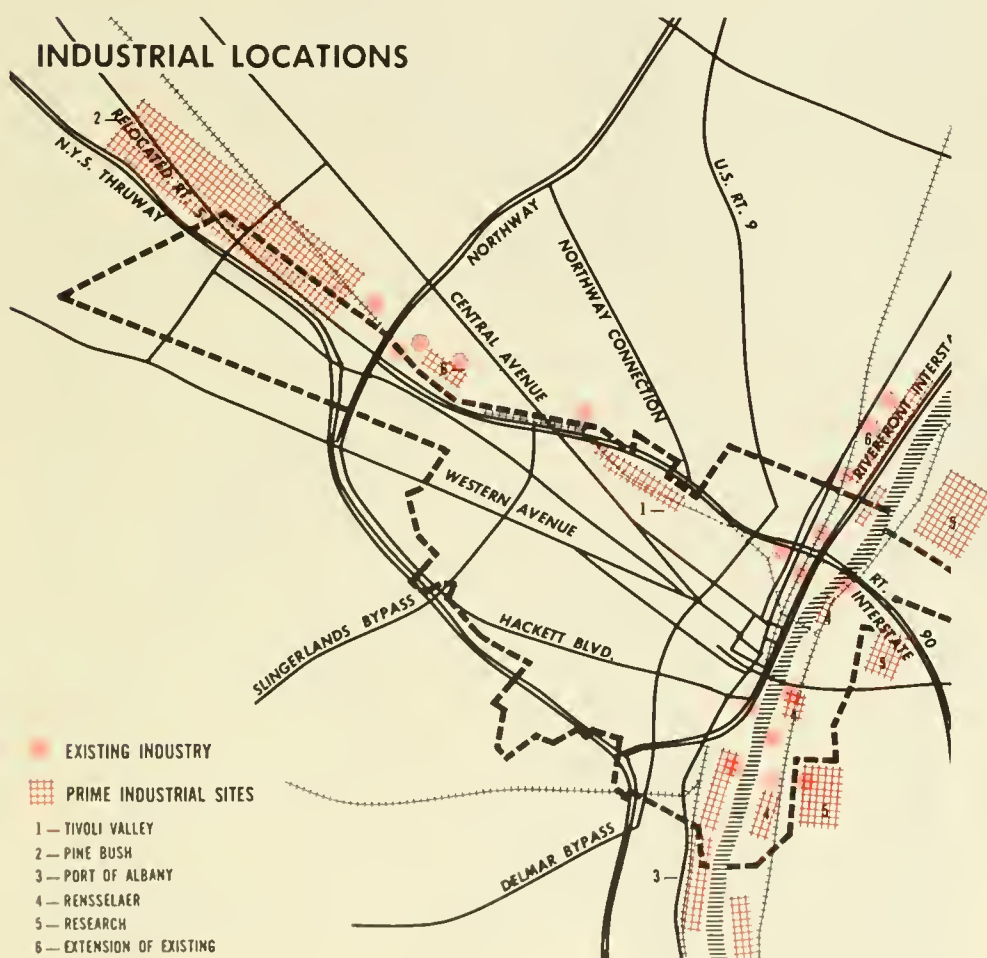
Although Albany County's percentage share of value added by manufacture in the Tri-City Area is likely to decline in the next twenty years, nevertheless, the actual value added is expected to at least double within that period. While it is difficult to anticipate just what industries will actually expand or locate within the County in the future, the manufacturing categories which can be predicted to experience substantial growths, based upon present trends, are food, printing, metals and chemicals. These four manufacturing categories will account for 64% of the value added in 1980, with the chemical industry experiencing the greatest relative growth.

Because of the large amount of construction slated for Albany, it seems reasonable to assume that some building materials and products manufacturers might be influenced to come to Albany, when both public and private construction projects get under way.

Research-oriented industries are expected to be drawn to the Tri-City Area as the educational facilities are expanded. These, in turn, will probably propagate a number of small related specialty firms and possibly some electronic equipment manufacturers. A major atomic research center would undoubtedly bring some of the better-known firms in that field to the area. Actually, the benefits incident to the expansion of present research facilities and new organizations attracted to the area may outweigh those derived from all other types of industry.

It is difficult to predict what specific industries will locate in which specific areas. However, the Tri-City Area, and Albany in turn, can expect *potentially* to realize its projected growth; although, it will have to compete with other areas and cities.

If Albany, and the Tri-City Area, wish to compete effectively with other cities in the region for new industries, they must intensify existing means of promotion, explore new fields and, above all, begin to develop selected sites. Industrial representatives are interested primarily in prepared or serviced sites, not merely vacant land. A regional council is needed in the area to foster promotional efforts and perhaps to encourage site development.





## INDUSTRIAL SITES

The Tri-City Area is not, by any means, lacking in potential industrial sites; the City of Albany alone is fortunate to have several choice locations within its bounds. While state, local and private groups have actively been promoting the area as a good location for industry, to date, relatively little has been accomplished. One of the main reasons for this lack of success has been the reluctance of any group actually to undertake the development of sites. Prospective clients, shown raw, unimproved lands, are not impressed because they can find sites in other areas which already have paved roads, utilities and other desirable features which have been provided by planning-oriented developers.

There are several prime industrial sites in and around Albany (see diagram on facing page) which merit the particular attention of developers and industrial interests.

1. *The Pine Bush section*, partly within the boundaries of the City of Albany, the Village of Colonie and the Towns of Colonie and Guilderland, is a choice location in proximity to the major regional expressways. This land now mostly in its natural state, should be developed as a large-scale industrial park, taking advantage of the existing and proposed railroad and highway facilities. Private sources or a non-profit industrial development corporation could provide the capital required.

2. The former West Albany Shops area in the *Tivoli Valley* is well suited for plants requiring excellent rail and highway access. While some of the existing buildings might be rehabilitated, general clearance, with redevelopment and improvement, by private or public interests, is probably the most favorable means for readying the site for potential sale or lease.

3. The *Port of Albany* lands have the potential of becoming a highly important industrial district, taking advantage of an interchange point of three modes of transportation — highway, rail and water. The Port District Commission should investigate developing the lands presently under its jurisdiction and also other lands on both the Albany and Rensselaer sides of the Hudson River which might come under the jurisdiction of the Port Commission.

4. On the east bank of the Hudson, in the city of *Rensselaer* there are some lands which, through redevelopment, could provide expansion room for existing industries. Other lands seem suitable for the location of some light manufacturing industries.

5. Along the crest of the hill, above the City of Rensselaer, lying in the towns of East Greenbush and North Greenbush — and partly in the City of Troy, are lands which could be developed for *research-oriented* industries. The southern portion of this area already includes an expanding research institute. The proximity of these lands to Rensselaer Polytechnic Institute and Hudson Valley Community College is a positive factor for attracting firms.

6. Other sites, where there is existing industry, such as in Menands and in the communities north of Albany, should be expanded to maximize the industrial potential of Greater Albany.

While this report places specific emphasis on potential sites in and near Albany, many other suitable ones are to be found throughout the Tri-City Metropolitan Area. The setting of new industries in one portion of the area will provide employment for persons drawn from the overall labor force, and will, consequently, strengthen the entire area.

At right, sites for industry in the Tivoli Valley . . . below, the West Albany Shops located there.



## ALBANY COUNTY PROJECTIONS OF VALUE ADDED IN MANUFACTURING \*

	1958	1965	1970	1980
	(\$000's)			
<b>Albany County Total</b>	<b>181,592</b>	<b>246,000</b>	<b>290,000</b>	<b>365,000</b>
<b>Major Manufacturing Categories</b>				
<b>Food</b>	<b>39,302</b>	<b>54,858</b>	<b>66,120</b>	<b>86,870</b>
% of total	21.6%	22.3%	22.8%	23.8%
<b>Textiles</b>	<b>13,000</b>	<b>15,252</b>	<b>15,080</b>	<b>11,680</b>
% of total	7.2%	6.2%	5.2%	3.2%
<b>Apparel</b>	<b>7,120</b>	<b>8,856</b>	<b>9,570</b>	<b>9,855</b>
% of total	3.9%	3.6%	3.3%	2.7%
<b>Paper</b>	<b>13,143</b>	<b>16,974</b>	<b>19,140</b>	<b>22,265</b>
% of total	7.2%	6.9%	6.6%	6.1%
<b>Printing</b>	<b>25,427</b>	<b>36,900</b>	<b>46,400</b>	<b>65,700</b>
% of total	14.0%	15.0%	16.0%	18.0%
<b>Chemicals</b>	<b>10,804</b>	<b>16,974</b>	<b>22,910</b>	<b>36,135</b>
% of total	5.9%	6.9%	7.9%	9.9%
<b>Primary &amp; Fabricated Metals</b>	<b>22,249</b>	<b>30,012</b>	<b>35,380</b>	<b>44,530</b>
% of total	12.2%	12.2%	12.2%	12.2%
<b>Total of Major Categories</b>	<b>131,045</b>	<b>179,826</b>	<b>214,600</b>	<b>277,035</b>
% of total county	72.2%	73.1%	74.0%	75.9%

\* Figures from Lorry Smith & Co. are midpoint of range predicted for the county.



## HOUSING IN ALBANY

Albany has a total of more than 46,200 dwelling units in about 24,000 residential structures. Over sixty percent of the 43,600 units in use are tenant occupied; three-quarters of the dwelling units are in duplex and multi-family structures, many of which have been converted from single and duplex occupancy respectively. The densities in Albany range from one to seventy dwelling units per acre with the highest concentrations generally occurring in the South End, Capitol Hill and Arbor Hill areas.

### HOUSING CONDITIONS

The 1960 vacancy rate in Albany was almost six percent of the total supply. While it may seem that this was a "normal" market, about one-third of these units were not available for occupancy, indicating that many may not have been suitable due to substandard conditions.

About twelve percent of the housing in the City is substandard because of dilapidation or lack of sanitary facilities, and another ten percent is deteriorating. As almost eighty percent was built prior to 1930 — their age is a primary reason for these substandard conditions. Another contributing factor is the relatively low contract rent scale, an average of fifty-six dollars per month, which tends to limit what landlords are willing to invest in maintenance and rehabilitation.

The effect of mixed land use also contributes to the spread of blight. Noise, traffic and other undesirable conditions which such uses generate have damaged property values and continue to affect adversely the general welfare of neighborhoods near the heart of the City. The present Zoning Ordinance by allowing incompatible uses, does not offer sufficient protection to these areas.

The lack of adequate housing code provisions has undoubtedly fostered a substantial part of these blighted conditions. Intolerable conditions often have been overlooked and dangerous conditions have grown into serious problems.

Downtown Albany has more than its share of problems. Eighty-nine percent of its units are occupied by tenants, as might be expected in the central part of a city. The average value per unit in 1960 was \$8,300 as compared to \$15,300 for the entire City. The amount of deficient housing units is forty-four percent of the area's total; two-thirds of these are substandard and the remaining ones are in various stages of deterioration. The vacancy rate downtown was over twelve percent in 1960. The age, obsolescence and deficiencies of available housing units render them unattractive to potential occupants. Housing can impart life and vitality to a downtown area, when given the chance, but such is not presently the case in Albany.

The need for improving housing conditions has been recognized for some years by the City and several urban renewal and public housing projects have been undertaken for this purpose. Eight hundred public housing units have been completed and four hundred additional units are slated for completion within two years. Both the South End and Arbor Hill General Neighborhood Renewal Plans will include additional public housing projects, most of which will be replacement units required to compensate for demolition of existing substandard structures.

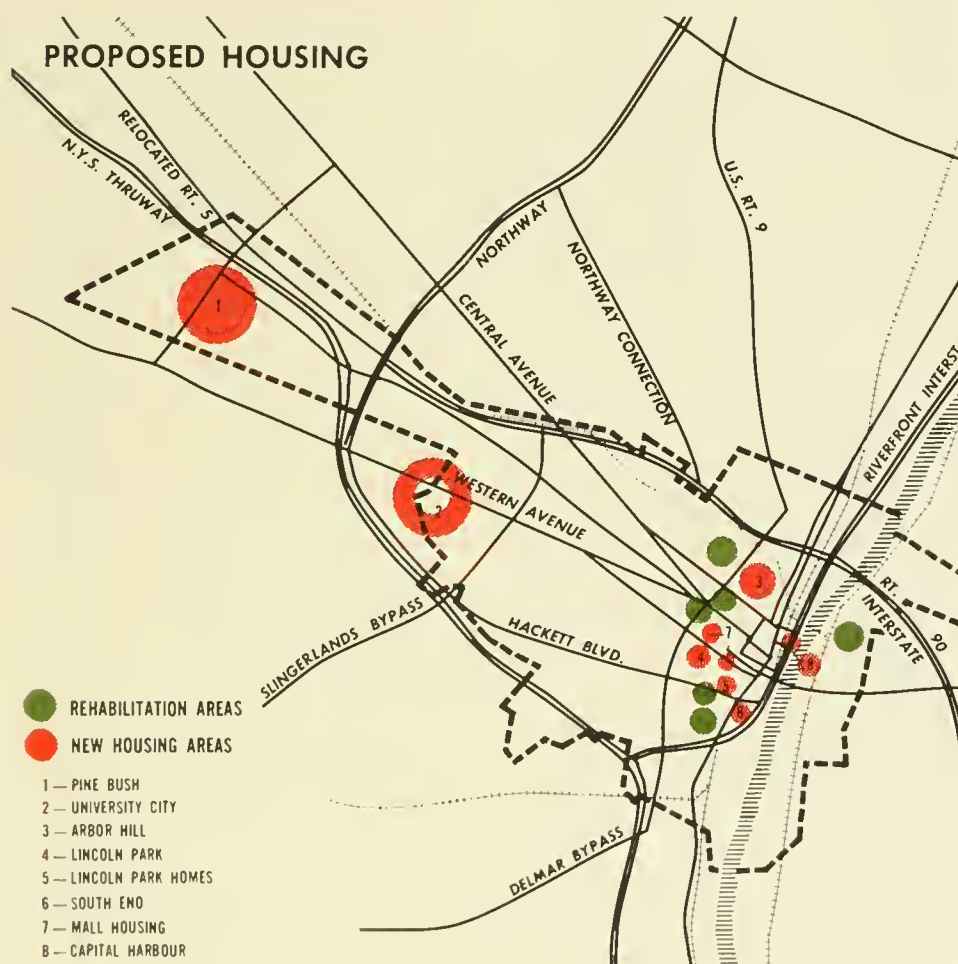
New housing, some 1300 units during the past five years, has been constructed largely in the southwestern section. These units are almost exclusively single family dwellings. While some additions to the rental market have resulted from conversions, there have been no extensive private rental projects erected, or even proposed until recently, within the City for many years. By contrast, however, several moderate-sized rental developments for the middle and upper-middle income market have been erected in adjoining suburban and semi-urban areas. There is a potential market for private rental units within the City but little current interest to capitalize upon it.

### MARKET POTENTIAL

Based upon population projections, the projected distribution of housing needs in the various parts of the Tri-City Area, family and housing characteristics, and replacement or relocation requirements, an estimate of the housing market potential was formulated for Albany, for its downtown area, and for areas adjacent to the downtown in Rensselaer. These estimates are shown on the table presented.

The replacement estimates used were based on substandard housing existing in 1960, clearance of the entire 3,300 units in the South Mall area over a three to five year period, beginning in 1963, assumed rates of obsolescence, and assumptions as to the rate of execution of urban renewal clearance and rehabilitation programs. Thus the relocation requirements generated by the projects proposed in this plan have been accounted for in these forecasts.

About one-third of Albany's total demand of 13,200 by 1980 is estimated to be in the sales category with the remainder 8,900 units, being allocated to the rental market. The development of the Pine Bush area will account for a large measure of the non-rental units. In view of the proposed revitalization of Albany's core and the likelihood of attractive development opportunities on both sides of the Hudson River, the rental





housing potential will be satisfied primarily by the proposed developments in downtown.

The map here shows the major housing proposals made in this report. In addition to the downtown, major housing is proposed for Pine Bush and around the State University and Campus, where large amounts of vacant land are available. The activity and employment around the State facilities can lead to the creation of a university community, partly in Albany and partly in Guilderland.

#### DOWNTOWN HOUSING PROPOSALS

The residents who generally are most likely to live in rental units in the downtown areas are childless, smaller households, with the head working in the downtown area or not in the labor force. They will probably be over thirty-five years of age with a household income of over \$5,000 per year. Over fifty percent will be engaged in professional, technical, or managerial occupations. State workers, in many cases, would fall into this category and would possibly comprise a large portion of the tenants. The housing of elderly persons would also be significant in the downtown area. A variety of housing types will be needed to fulfill the requirements of the potential residents.

Of the 6550 unit housing market potential envisaged for downtown and near-downtown Albany and the Rensselaer riverfront areas by 1980, it is anticipated that private and conventional financing can provide for 4000, while the remainder, 2550 units, will require State and Federal assistance. Of these 2550 about 1000 will be for low-income families.

The State and Federal assistance programs which can be used include: the State's Mitchell-Lama program of low interest loans aided by partial municipal tax exemption; State-aided public housing with limited subsidy; Sec. 221-D-3 financing under the National Housing Act which permits below-market interest rate for multi-family units in approved urban renewal areas; and low-rent public housing under Federal and State aided housing subsidies.

In addition to using governmental programs, achieving this housing market potential will require expansion of the apartment building section of the construction industry in Albany.

A major part of the plan for the Albany core, illustrated in this report, is housing, designed to capitalize on the potential market for downtown and near-downtown Albany. On the Albany side of the waterfront, 500 high-rise units are proposed; on the Rensselaer side, 900 units primarily in town houses and garden apartments. About 1600 new units are recommended for the Lincoln Park area, where the park land and proximity to the State Office Complex create a desirable location. Approximately 1400 units are being planned for the Arbor Hill area, which is part of an urban renewal project. Within the South Mall site, another 900 units are being planned on sites west of the proposed state offices and south of the new approach route. An extension of housing to the east of the Lincoln Homes site can provide for 500 units.

All of the proposals, which are key elements in downtown reconstruction, are feasible in view of the market potential. Major rehabilitation in the downtown, especially in areas like Center Square, will provide additional opportunities for attractive in-town living. These proposals take into account the possibility of other housing being developed outside of the downtown, therefore the downtown proposals are not designed to saturate the market.

*Proposed housing for . . .  
the Albany Waterfront . . .*



*Arbor Hill . . .*



*South Mall and Lincoln Park West*



#### ESTIMATED HOUSING MARKET POTENTIAL \* ALBANY AND RENSSELAER

Period	Albany Total Rental	City Total Rental	Average Annual Rate	Total Downtown & Near-Downtown Alb. Rental Units	Rensselaer Rental Units Total	Riverfront
1962-65	1128	900	376	600	100	50
1965-70	5100	3250	1020	2000	450	350
1970-80	7010	4750	701	3000	650	550
Totals						
1962-80	13,238	8900	735	5600	1200	950

\* Estimated by Marton Hoffman & Co.; preferred estimate from range projected.

#### DOWNTOWN HOUSING PROPOSALS \*\*

Project	No. Units	Probable Financing		
		Private	Assisted Private	Low-income Public
Albany Waterfront	500	500		
Rensselaer Waterfront	900	300	600	
Moll Housing	900	500		400
Arbor Hill	1400	500	500	400
Lincoln Park West	1600	1600		
Lincoln Homes Extension	500		500	
Total	5800	3400	1600	800

\*\* Summation of proposals by The Associated Planners and others.



## THE ROLE OF THE STATE

The Government of the State of New York plays a major role in Albany, both physically and economically. The State is the major employer in the City, as well as the major property owner, since Albany is both the State Capital and in the future will contain a major component of the State University system. In addition, like other urban areas in New York State, Albany benefits from the many State programs in housing, development, and social welfare which are among the most progressive in the country.

Some cities are dependent upon single great industries for their economic base, and these industries and the cities which depend upon them, may be strongly affected by economic, technological and even social changes. In the Tri-City Area, and in Albany, the State Government is the largest single employer, and government is a function which continues to expand in size and scope of service. In our free enterprise society, government is relatively aloof from the forces of the market place that control the private sector of the economy. Therefore, Albany, dependent upon the State Government as its "basic industry", tends to be insulated, to some extent, from the economic variations which affect the average community.

### STATE EMPLOYMENT AND STUDENT ENROLLMENT

State Government employment in Albany County grew by 32% in the ten year period from 1952 to 1961, from 15,412 persons to 20,359. The Albany area itself accommodated 19,400 of these employees in 1961, exclusive of legislators and court officials. In terms of employment, the State Government represents Albany's greatest asset. By 1980, projections indicate that the State will employ 25,400 in the Albany area; 11,000 in the downtown, and 11,400 on the campus site, with the remainder at other scattered locations.

The importance of the State Government extends beyond its own payroll, as many businesses and services are required and generated by its presence. Thus the State Government is a building block for the economy of Albany, which has become the business and service center not only for the Tri-City Area, but also for the entire Hudson-Mohawk Valley Zone.

The State University in Albany, which currently serves about 2400 undergraduate and 200 graduate students, is scheduled for expansion as part of New York State's resolution to meet the educational challenge of the coming years. This institution is expected to accommodate an enrollment of 4500 students by 1965, and at least 10,000 by 1975. There would be about 1500 faculty members and employees for a student body of this size. Some predictions estimate that there may be 26,000 students by 1980. A student body of this size is a substantial ready-made market for goods and services produced in a community. This facility will thus become an important component of the Albany area.

The growth projections for employment and student enrollment may be even greater than expected as population, income, and government responsibility grow in the future.

### THE PHYSICAL FACILITIES

As important as are these growth projections for employment and for student enrollment, the State's new physical facilities are in themselves equally important to the City of Albany. The current building program at the State Campus represents the first major expansion of this complex since its establishment, and the first significant State construction in Albany since the Alfred E. Smith Building. The South Mall construction program will be of even greater consequence for the City. The plans for the State University expansion will represent an initial construction investment of

\$57,000,000. These three important State complexes will provide the nuclei for the major centers of activity in Albany, and the stimulus for major private development and reinvestment in the City.

### THE STATE UNIVERSITY

The development of the State University will take place on the former site of the Albany Country Club, located partially in Guilderland, and situated adjacent to the State Campus site. Around the University and the State offices here, a new center of housing, employment and commercial activity will develop to complement and capitalize on the State facilities. Such development will occur primarily on vacant land.

The plan for the institution itself includes a central academic complex between four symmetrical dormitory units, each consisting of a three story quadrangle surrounding a 22 story tower. The plan is dramatic and unique, as no institution of this scope has ever before been designed and built essentially at one time. This unified development will accommodate 10,000 students and should be completed by 1966. In the future, the University will undoubtedly expand beyond these limits. As it is proposed that eventually all State Government offices be consolidated in a downtown location, the University could absorb the present office buildings on the State Campus and convert them to structures for its use. In the future, probably after 1980, the downtown of Albany is expected to accommodate 24,000 State employees, including those currently on the State Campus.

### THE SOUTH MALL

While the State University and Campus office development will bring concentrated activity to a relatively vacant area of the city, the plan for the South Mall will lead to rejuvenation, reconstruction and reconcentration in the downtown section of Albany. The "Campus" site for the State offices could not meet the anticipated needs of the government, and the decision to relocate new offices in the downtown was taken by the State for three reasons: to facilitate efficient functioning of the State Government, to contribute economically to the City of Albany, and to strengthen the visual symbol of the State facilities.

The site for the South Mall, generally bounded by State Street, Swan Street, Eagle Street and Lincoln Park, with an access spur projecting easterly to Liberty Street, was selected because it met the State's requirements most effectively. The site is directly linked to the existing concentration of employment in the Alfred E. Smith Building, the Education Building and the Capitol Building. By making use of both the difficulties and the opportunities of topography in downtown Albany, this site will be developed into a single architectural expression that will recognize the existing buildings as part of the total composition.

At present, this site is largely occupied by deteriorating structures producing minimal revenues for the City. The area is close to the center of commercial activity at State and Pearl Streets and will concentrate employees and visitors in an area which can complement the business activity of the center of the City. The access area is a further link in this relationship. Already, many plans for private and further public redevelopment of the downtown of Albany are being made with the State activities as a focal point and sure component of the future.

Symbolically, the State structures spanning the top of the hill will stand out as an architectural expression of the importance of the State, and as a vital monument to the history, dynamism, distinction and power of New York State.



## OTHER STATE PROGRAMS

In addition to the specific facilities of the State in Albany, there are many other state programs which will become essential tools for rebuilding and developing the Capital City. These far-reaching programs, available to all areas in New York State, are among the Nation's most progressive programs, and are evidence of the State's responsibility for its internal affairs. Some of the more important agencies and programs which will contribute to Albany's future are discussed below.

The State Road Program, under the Department of Public Works, will provide the skeleton system within which the plan for Greater Albany will develop. Its work, including the Riverfront Interstate, a new bridge over the Hudson, and the approach to the South Mall, will link regional highways and City streets into a comprehensive road network.

The Division of Housing and Community Renewal in the Executive Department, has a program which provides a total approach to the problems of urban blight and inadequate housing. It provides loans and subsidies to assist in local shares of urban renewal financing, loans and guidance to assist in private development of middle income housing, assistance in public housing projects for low-income families, and assistance in adopting adequate housing and building codes. A recent report by this division analyzed the housing situation in the Capital City. Many of its programs will be utilized in Albany's reconstruction.

The Office of Atomic Development, also within the Executive Department, studies and promotes the uses of atomic energy, and should promote such development in the Albany area.

The Office for Local Government, another unit of the Executive Department, is a central agency which advises and assists the State and localities with respect to the policies and problems of local government, including urging cooperative efforts among localities to solve common problems. It may become important in promoting and developing area-wide plans for the Tri-City Area.

The Division of Economic Development, in the Department of Commerce provides complete industrial development service for business and industry to strengthen the economy of New York and its communities. This unit, together with the Advisory Council for the Advancement of Industrial Research and Development, a special study group working to promote the climate and growth for industrial research, development and education, may attract new industry, and particularly research-oriented industry, to the Tri-City Area.

Probably most important is the Temporary State Commission on the Capital City, especially created to study and resolve the many problems of the City. This group, with the many other State agencies, will be important contributors to the future of Albany and its surrounding areas.

*Artist's rendering of the proposed South Mall facilities designed by architects Wallace Harrison, George Dudley, and Henry Blatner.*



*View of the proposed dormitories and academic center for the State University in Albany designed by architect Edward Stone.*





## PLAN FOR THE DOWNTOWN

By 1980, the central area of Albany, like cities all over the United States, will be almost completely rebuilt, recreating its strength as the center of business, commercial and governmental activities in the Tri-City Area. The South Mall is Albany's building block around which private and other public investors can plan with confidence. The plan presented here is organized within the framework of the new arterial system and is linked to the Rensselaer side of the River.

### CIRCULATION

The Riverfront Interstate and the Washington Park Arterial are the principal routes from which secondary arterials are designed to provide access into the downtown. A major new boulevard into the downtown is the South Mall Approach, joining the Riverfront Interstate with the South Mall. This landscaped route is connected to a new bridge across the Hudson and to a new route, 9-W, across Rensselaer to the Taconic Parkway. Clinton Avenue will become a major boulevard connecting the Washington Park Arterial to the Riverfront.\* On the south, Hackett Boulevard, extended into Morton Avenue, will provide access along the south side of the downtown.\*\*

Madison, State and Washington Streets will be major east-west streets in the downtown; while realigned Broadway, Pearl, Swan and an extended Eagle Street will become principal north-south routes.

To complement the improved access and street system, many parking facilities are planned; some to serve specific buildings, others to serve more generally. By 1980, about 17,000 spaces should be provided in this area. Of these, 5000 will be built by the State to serve its offices. A public parking authority to build, manage and program most of the new spaces in the downtown is proposed.

No urban system of movement is possible without efficient public transportation, which can effectively assemble large numbers of people into concentrated centers. Plans for expanding the existing system and for providing a rapid transit system for commuters will need to be prepared. The plan proposes a transportation center to receive public carriers.

### ELEMENTS OF THE PLAN

The many elements of the downtown plan include a new retail core, redevelopment of the waterfront, in a design encompassing both sides of the Hudson, a strengthened private office use, new opportunities for living in the center of the city, and civic and recreational facilities.

Topography plays an important role in Albany's downtown, as the ground rises over 150 feet from the riverfront to the top of Capitol Hill. This dramatic site presents architectural opportunities. However, topography makes pedestrian movement difficult. Because of the limitations, the downtown plan is developed principally along three plateaus. The first plateau is the waterfront area containing specialized facilities on a site east of the proposed arterial. It is connected by a platform spanning the arterial and railroad tracks to the second plateau, the commercial core, organized around Pearl Street. This area contains most of the commercial and civic activities which benefit from being near one another. The third plateau is the public office area, at the top of the hill, where a platform joining the two highest points in the area supports the State office complex. This area, adjacent to the city and county area, will dominate the downtown visually as its activities dominate the city economically.

### THE WATERFRONT

The waterfront plan will reclaim for the city about 24 acres of riverfront property on the Albany side and will develop almost 120 acres on the Rensselaer side of the river. The Albany side will be developed for four purposes: for a Center for Creative Arts, for high-rise apartment

housing, for boating activities and for parking facilities.

The Center for Creative Arts, will add an important new cultural facility to the downtown area. The apartments, containing about 500 units, will provide a unique opportunity for luxurious, in-town living for those who want the excitement of living on the waterfront close to the commercial heart of the city. The marina, featuring 100 boat slips, a boatel, yacht club and restaurant as well as service area, will bring yachtsmen to the doorstep of the downtown.

These new facilities will occupy areas now occupied by existing railroad freight and storage yards, which will be transferred outside of the downtown. The through rail lines will remain, but will be relocated.

The plan for the Rensselaer side includes some 900 dwelling units, primarily garden apartments and town houses. It also proposes a new civic center, a new shopping center, and a large marina with slips for 200 boats, and large dock and yard facilities.

### THE COMMERCIAL CENTER

The commercial core of tomorrow is planned to contain the major retail shopping area; a Convention Hall and War Memorial; private and some public office buildings, a new hotel; and transportation and parking facilities for the area. This area centers on Pearl Street, and is planned to concentrate on the existing centers of strength in the downtown — to reinforce the healthy areas and to replace the out-dated buildings now occupying prime sites.

The retail core is proposed as the first major renewal project within the downtown, for an active retail area is the foundation for much other commercial and cultural activity. The plan for the retail area itself, described on the following pages is planned to contain two major department stores.

The Convention Hall and the War Memorial complex is sited on the south side of State Street, spanning South Pearl, and providing additional strength to the areas around State and Pearl. The Hall, seating between 5,000 and 6,000 people, will draw outsiders to conventions in Albany, and provide a large assembly and entertainment area for the Tri-City Area. A new hotel, on Broadway, will complement this facility.

Office structures, housing the service and business activities of the Tri-City Center, are strategically placed to integrate business with shopping and recreational uses. A proposed federal office building will provide transition from the retail area to the waterfront platform. By 1980, there will be an estimated 42,000 employees in downtown Albany, providing a large day-time population to the city's core, bringing much life to this commercial area.

### OTHER PROPOSALS

Major housing projects, described on page 23, and illustrated here, are important features in revitalizing the downtown. Major rehabilitation is also proposed to increase the opportunity for living in the downtown. The downtown and other parts of Albany would benefit, if historical preservation laws were created to facilitate the rehabilitation and protection of significant buildings.

The City Government of Albany itself will expand in size and scope of operations, and will probably require additional facilities. Additional office space and a new public library are proposed for the city near its present facilities. Other institutions, like the Medical Center, will increase their operations, also in the central area of the city, providing a complete range of activities in the downtown.

\* See page 51 for alternate designs for the Clinton Avenue Connection.

\*\* In the future, if traffic warrants it, the Hackett Boulevard route may be superseded by a Southside Arterial. However, present indicators do not justify its construction in the foreseeable future.





DOWNTOWN ALBANY — 1980



## PROPOSED DOWNTOWN PROJECTS

The major reconstruction of Albany's downtown will be achieved through several interrelated projects, accomplishing individual buildings or complexes, yet planned to contribute to a unified, and vital downtown. Illustrated here are the various projects which will make up the whole. Some are already underway, others are in the planning process, and others are still in the form of proposals, although action on all of them is anticipated.<sup>1</sup>

The state office complex for the South Mall will be a major public investment toward rebuilding the area. The North End, Arbor Hill, and Lincoln Homes are planned housing projects. Additional housing projects being proposed are Lincoln Park West, and an extension of the Lincoln Homes area. Center Square will be primarily a rehabilitation project; Clinton Square will include housing and commercial uses. The Convention Center project is proposed to include parking and complementary retail uses. The plan for the waterfronts of both Albany and Rensselaer envisions new facilities for commerce, housing, recreation and culture.

### THE RETAIL CORE

One of the most important proposals for downtown Albany is the Retail Core Project, the first major commercial project in the downtown. Its success will be the key to the accomplishment of other projects. It is closely linked to the waterfront and convention center plans, and to the growth of further retail opportunities in Albany's downtown. A project of this sort must be able to demonstrate benefits to the city in return for its investment, profitability for investors, and accomplishment in which citizens can take pride. In addition, it must relate to the existing city and be carried out with minimal disruption to normal business.

The area selected for the Retail Core Project is bounded by Chapel Street on the west, Columbia on the north, Dean Street and the railroad on the east, and State Street on the south. The gross project area encompasses about 20 acres. Of this 6.6 acres are designated for clearance and redevelopment for new commercial facilities. The plan for the project proposes to build upon the center of strength of Albany's downtown at State and North Pearl, where the greatest retail potential can be captured.

The Albany retail area here has been suffering from substantial suburbanization of facilities. However, within the Tri-City Area, no single center has established a regional trade or the flavor of a strong metropolitan shopping center with large department stores and a variety of specialized stores. This area of Albany, with its many advantages as a regional employment, service and government center, could become such a regional center.

The economic analysis of Albany's business district points out that there is a significant opportunity to develop retail and commercial space within the central business district, increasing Albany's ability to compete with suburban shopping centers. The suburban expansion that has taken place in recent years points out that many firms have been unwilling to pay the high land costs for downtown locations, when they felt that the location was not sufficiently advantageous to justify additional land costs. Urban renewal can provide the framework for achieving the downtown development potential by making available to major tenants sites which are locationally suitable and cheaper than the existing market would demand.

The availability of major tenants is a particularly important factor in the proposed redevelopment. There is considerable interest on the part of two major department stores in a downtown location, if a suitable site can be secured, and if there are redevelopment, parking facilities, and a write-down in land costs. These facilities would make the difference in the success of the retail project.

<sup>1</sup> See Effectuation section, pg. 48.



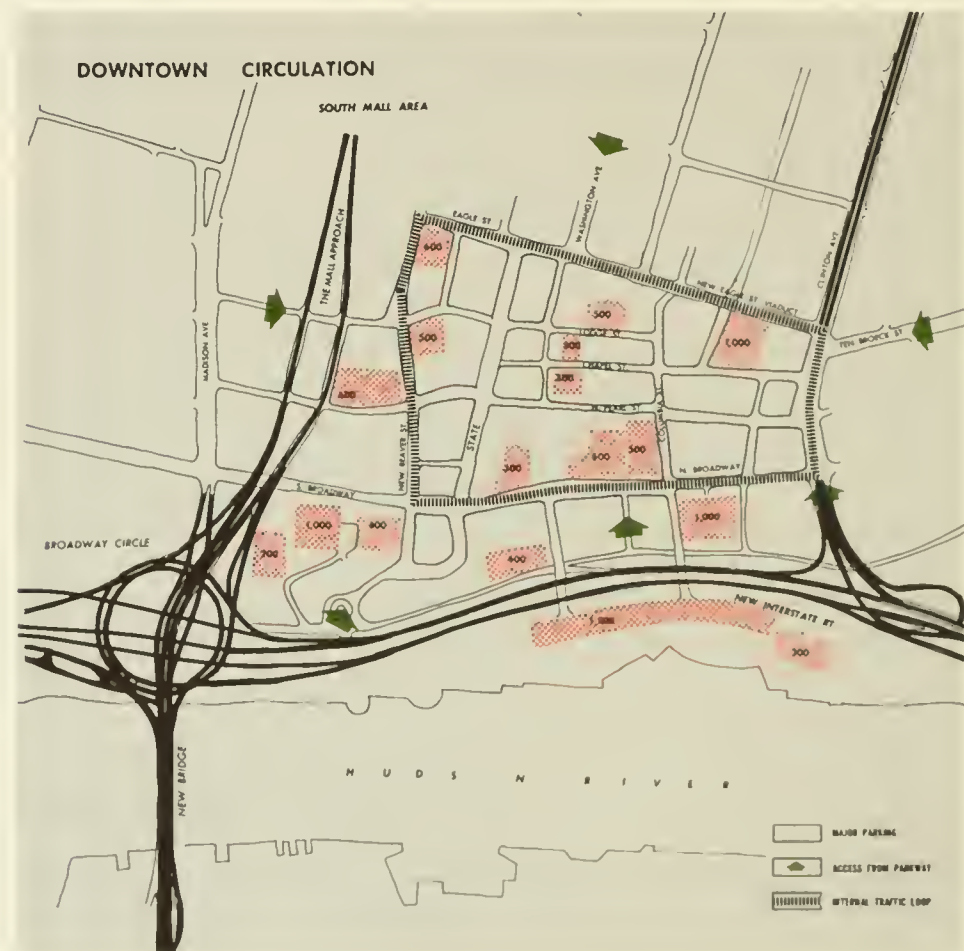


## CIRCULATION PLANS

Although the South Mall contributes to a renewed downtown, the proposed circulation plans in the area are the framework for the reconstruction. As the area circulation plan shows, the downtown of Albany will be well served by arterials and expressways. The Riverfront Interstate and the Washington Park Arterial which are linked to regional and interstate expressways in turn provide the access routes into the core area. From a transportation point of view, the downtown of Albany will be easily accessible from all parts of the Tri-City Area, thereby being in excellent position to serve as *the regional shopping center*.

The new arterials, the access from them into the downtown and the redevelopment of large areas of land provide the opportunity to realign and improve the local street system in the downtown. Long inadequate to handle today's traffic, the downtown streets will, in the future, be able to accommodate the traffic generated by its activities. The South Mall Approach and the Clinton Avenue Spur will be the major streets into the heart of the downtown from the Riverfront Interstate. Washington Park Arterial will serve access from the west, feeding into improved local streets. Clinton, Madison and Morton will be widened and improved; Broadway and Beaver will be realigned, and a new viaduct is proposed over Sheridan Valley at Eagle Street. An internal traffic loop, following New Beaver, Eagle, Eagle Viaduct, Clinton and Broadway, will service the commercial center of the future downtown.

The provision of parking facilities, easily reached from major streets and convenient to downtown facilities is a major consideration of the plan. The map below shows the location of facilities within the commercial area of the downtown.





## THE RETAIL CORE PROJECT

In order to accomplish the aim of increasing the regional retail market of Albany's central business district, the plan for the Retail Core Project proposes a concentrated development at an advantageous site. Two major new department stores are proposed both facing Pearl Street, although on opposite sides of the street. A new retail concourse is shown between Broadway and Pearl Streets, with 185,000 sq. ft. of rental space. The department stores will act as a catalyst for drawing people into the district, where a great variety of other shopping facilities can be provided.

Two major office towers, one at the northeast and the other at the northwest ends of the site, will offer 400,000 sq. ft. of rental space to businesses. East of Broadway, a site has been selected for a new federal office building, to complement the post office and employment in the area.

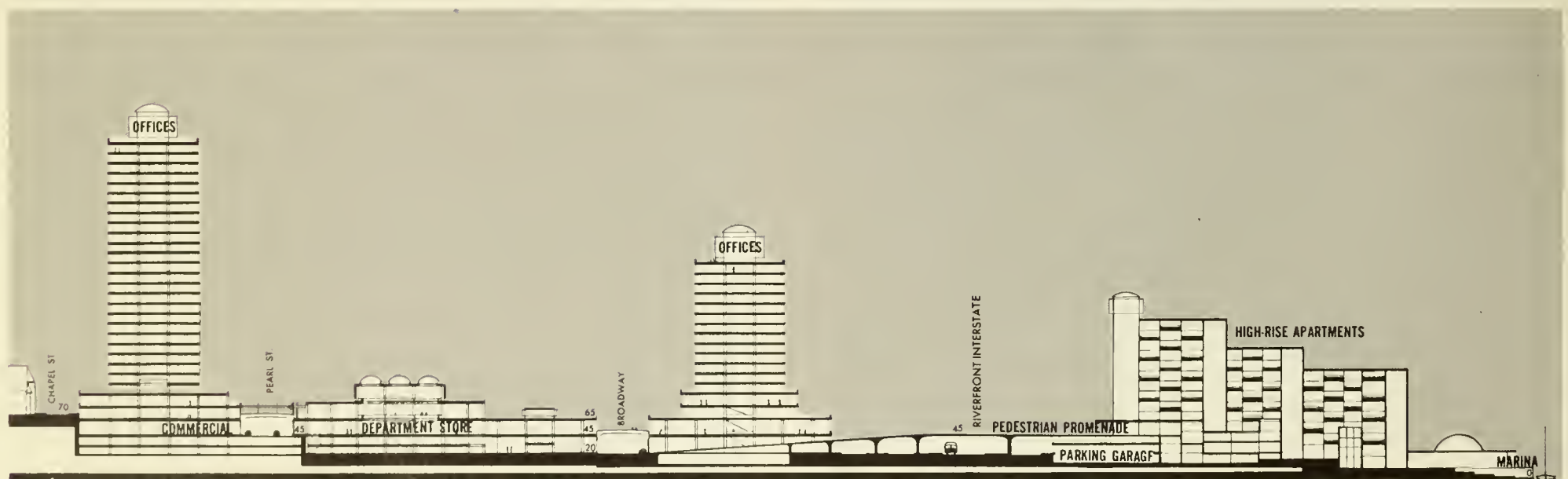
This development is well related to the proposed convention center site, and to the waterfront redevelopment. A platform spanning the Riverfront Interstate and the railroad will lead into the retail area. Commercial facilities for the proposed waterfront activities will strengthen the link between the two projects. A new major hotel, opposite the D & H Building will also contribute to the commercial activity. The variety of activities on all sides of the retail area will make it a prime site for business.

The section drawing shown below illustrates the changes in elevation of the proposed project site, and how the plan is designed to counteract these changes of levels. It also shows the relationship of the proposed buildings to the streets, and the relationships of the core area to the waterfront and the top of the hill.

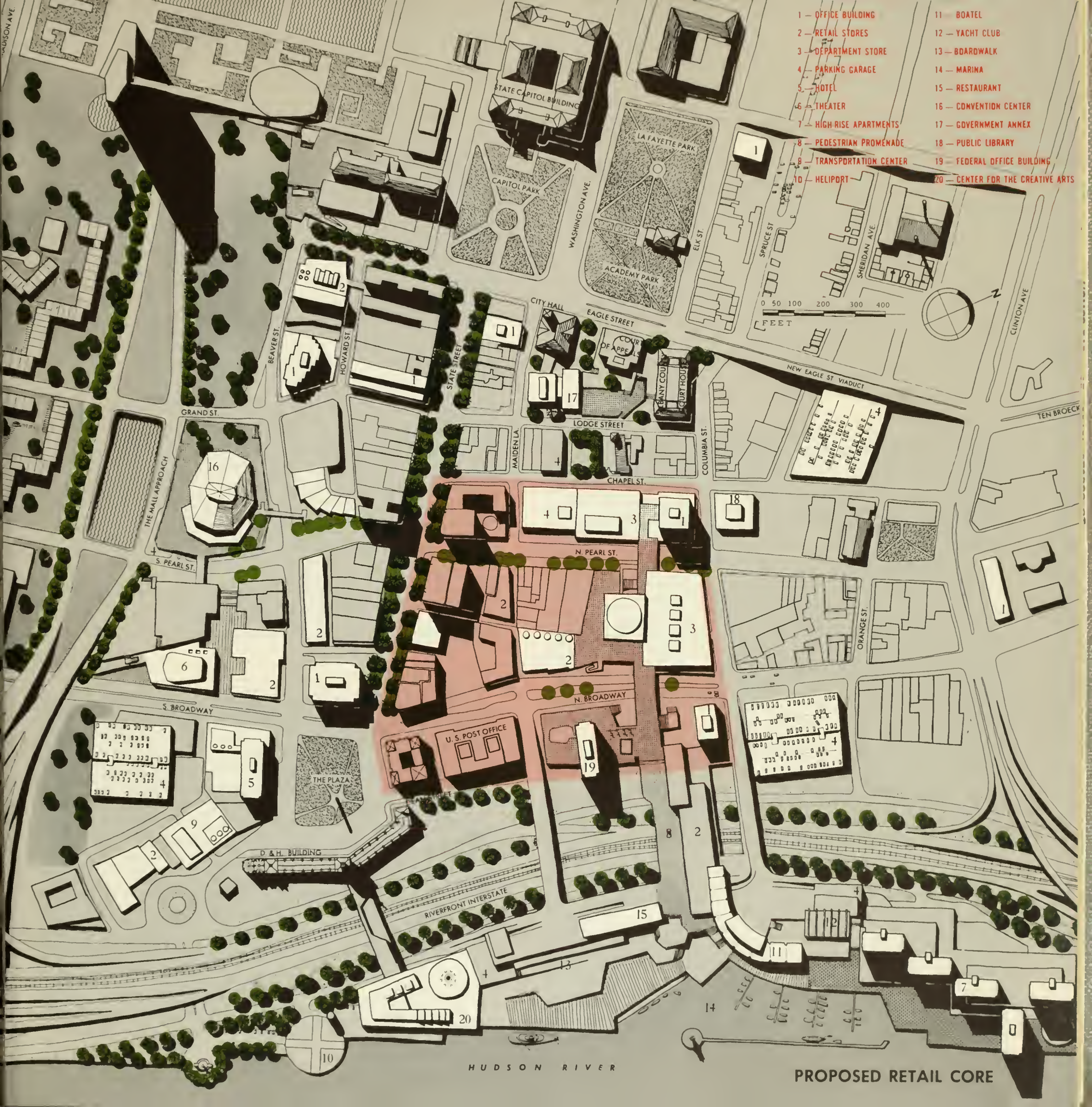
Continuous pedestrian circulation, separated from vehicular traffic is an important component of the plan. At elevation 45', continuous pedestrian walks from Chapel Street to the waterfront platform are achieved. At 65', uninterrupted circulation is possible from west of Chapel Street to Broadway. Vehicular traffic flows along the streets, with access into the underground parking areas.

The pedestrian ways link the retail area to the office areas and residential areas tying the entire proposed redevelopment together and counteracting the limitations of the difficult topography.

The section also shows how the low retail structures contrast with the office and residential towers to produce an exciting architectural form.





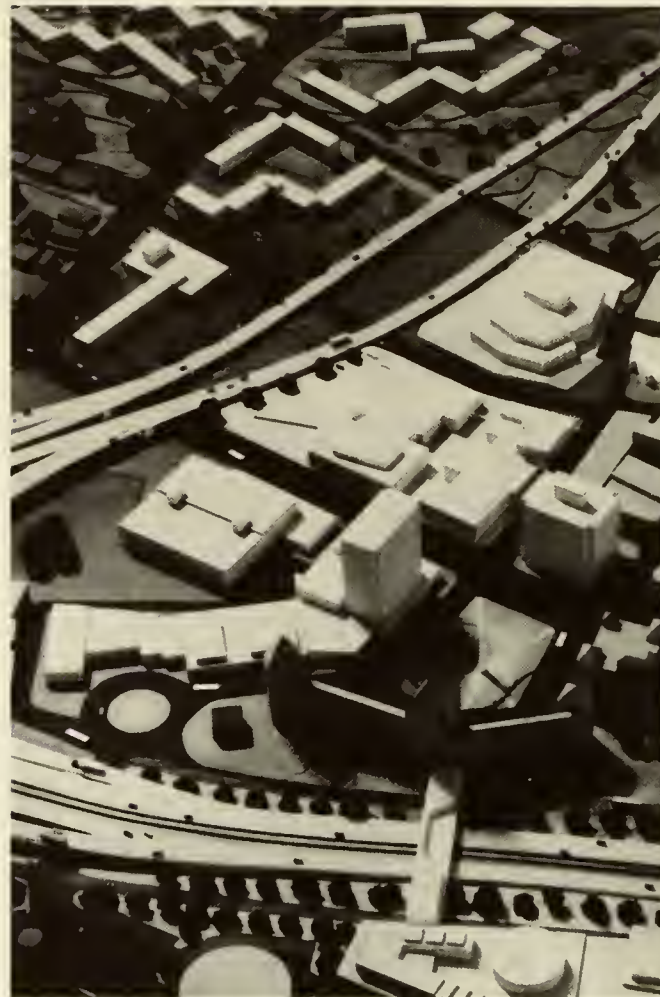


- |                           |                                   |
|---------------------------|-----------------------------------|
| 1 — OFFICE BUILDING       | 11 — BOATEL                       |
| 2 — RETAIL STORES         | 12 — YACHT CLUB                   |
| 3 — DEPARTMENT STORE      | 13 — BOARDWALK                    |
| 4 — PARKING GARAGE        | 14 — MARINA                       |
| 5 — HOTEL                 | 15 — RESTAURANT                   |
| 6 — THEATER               | 16 — CONVENTION CENTER            |
| 7 — HIGH-RISE APARTMENTS  | 17 — GOVERNMENT ANNEX             |
| 8 — PEDESTRIAN PROMENADE  | 18 — PUBLIC LIBRARY               |
| 9 — TRANSPORTATION CENTER | 19 — FEDERAL OFFICE BUILDING      |
| 10 — HELIPORT             | 20 — CENTER FOR THE CREATIVE ARTS |

PROPOSED RETAIL CORE



*... proposed convention center,  
hotel and D & H Plaza*



*... retail core and platforms to the waterfront*



*... aerial view of downtown plans*





### III. JUSTIFICATION FOR THE PLAN





## THE REGIONAL CONTEXT

Albany's functions and its economy operate in the context of much larger "universes," from the Tri-City Metropolitan Area, to the Hudson and Mohawk River Valleys, the State of New York, and the entire Northeast Region in the United States and Canada. Population growth and economic projections in Albany and the Tri-City Area are intimately related to future occurrences in these larger entities, and must be derived from a study of these. It is therefore essential to forecast and plan the futures of these entities in order to prepare a valid plan for Albany.

### THE NORTHEAST SUPER REGION

This universe consists of the Maritime Provinces of Canada (New Brunswick, Nova Scotia, Newfoundland and Prince Edward Island), the provinces of Quebec and Ontario, the New England States (Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut), and the States of New York, New Jersey and Pennsylvania.

Growth forecasts for Albany were derived from projections of "output" and employment in the several components in the Tri-City Area, which in turn were based on conditions and trends in this Super Region — especially raw material availability, the growth of major urban markets, and the prospective improvements to the region's system of waterways. These favorable location factors and economic studies indicate that the future foundation of the Tri-City Area's economic base, will remain *manufacturing*, despite an expected growth of government and research activities.

The boom conditions now occurring and expected to continue in Canada are the most striking trend in the entire Northeast Region. The opening of the Saint Lawrence Seaway is accelerating this boom. The Seaway's function is clearly limited, however, to east-west trade with Europe to and from the Great Lakes. It seems inevitable that the Seaway eventually will be extended southward through Lake Champlain to the Hudson River at Albany, thus opening the Great Lakes to all parts of the World, and shortening the distance to Atlantic and South American ports by 700 miles. Albany will then no longer be a navigation head, but a port on a busy navigation channel, accessible to and from every part of the World. Though much of this traffic will at first be through traffic, history has shown that new towns and industries spring up along new transportation routes. Specifically, the character of the cargo handled at Albany will change from bulk products (oil, molasses, chemicals) to general cargo, related to a substantial industrial development of the port's hinterland on both sides of the river.

A large variety of raw materials valued at more than 5 billion dollars annually, are produced in this Region. They are the present and future foundation of its manufacturing industries. Many of these raw materials are found in the Canadian provinces, which are essentially a vast undeveloped territory now undergoing development.

These Canadian raw materials include a large variety of metal ores, with a total present production valued at over 800 million dollars, including the vast new iron ore deposits on the Quebec-Labrador border, the nickel and copper mines of Sudbury, new lead and zinc mines in Newfoundland, and the second largest volume of gold production in the world after the Union of South Africa. The asbestos mines of the eastern townships of Quebec make Canada equal to the USSR as one of the world's two leading producers. The wood production of Canada's forests for pulp and other purposes, is valued at a half billion dollars.

Production of these Canadian raw materials will expand to feed growing consumption requirements of the Region's industries. To these must be added the traditional products of the developed areas in the United States. The anthracite and coal of Pennsylvania (\$915 million), and the petroleum and natural gas of western New York and Pennsylvania (\$111 million) provide the fuels needed.

Livestock, poultry and dairy products in the United States area of the Region alone are valued at almost \$1.5 billion dollars annually, with a substantial production of cattle in the Syracuse, Utica and Binghamton areas, and along the Saint Lawrence River in New York State. These products provide the basis for some of the Region's principal food industries.

In contrast to the undeveloped nature of the Region's northern zones, its northern part in the United States is the most highly developed region in the world. Its 1960 population of 45 million is expected to grow to 56 million by 1980, and its manufacturing production, totaling a "value added by manufacture" of 45 billion dollars in 1958, is expected to grow to 69 billion in 1980. The present population of the region's less-developed Canadian portion, of 13 million, will double by 1980. Its manufacturing production, from a present "value added" of 8.3 billion, will triple in the same period.

The diagrammatic plan of this Region clearly illustrates the convergence of transport arteries from the great population and activity centers of this Region, toward the Tri-City Area. These population and activity centers are the great markets for products manufactured in Albany and the Tri-City Area. Specifically they are in Montreal to the north, the most rapidly growing urban center in the Northeast; in the Toronto-Buffalo-Rochester area at the gateway to the Great Lakes Region to the west; in the Boston system to the east, the heart of wealthy New England; and in the New York Metropolitan Area to the south, the largest urban concentration in the world. Forecasts of population and income per capita (purchasing power or standard of living) and manufacturing production for the great urban centers connected to the Tri-City Area, are given in the table below.

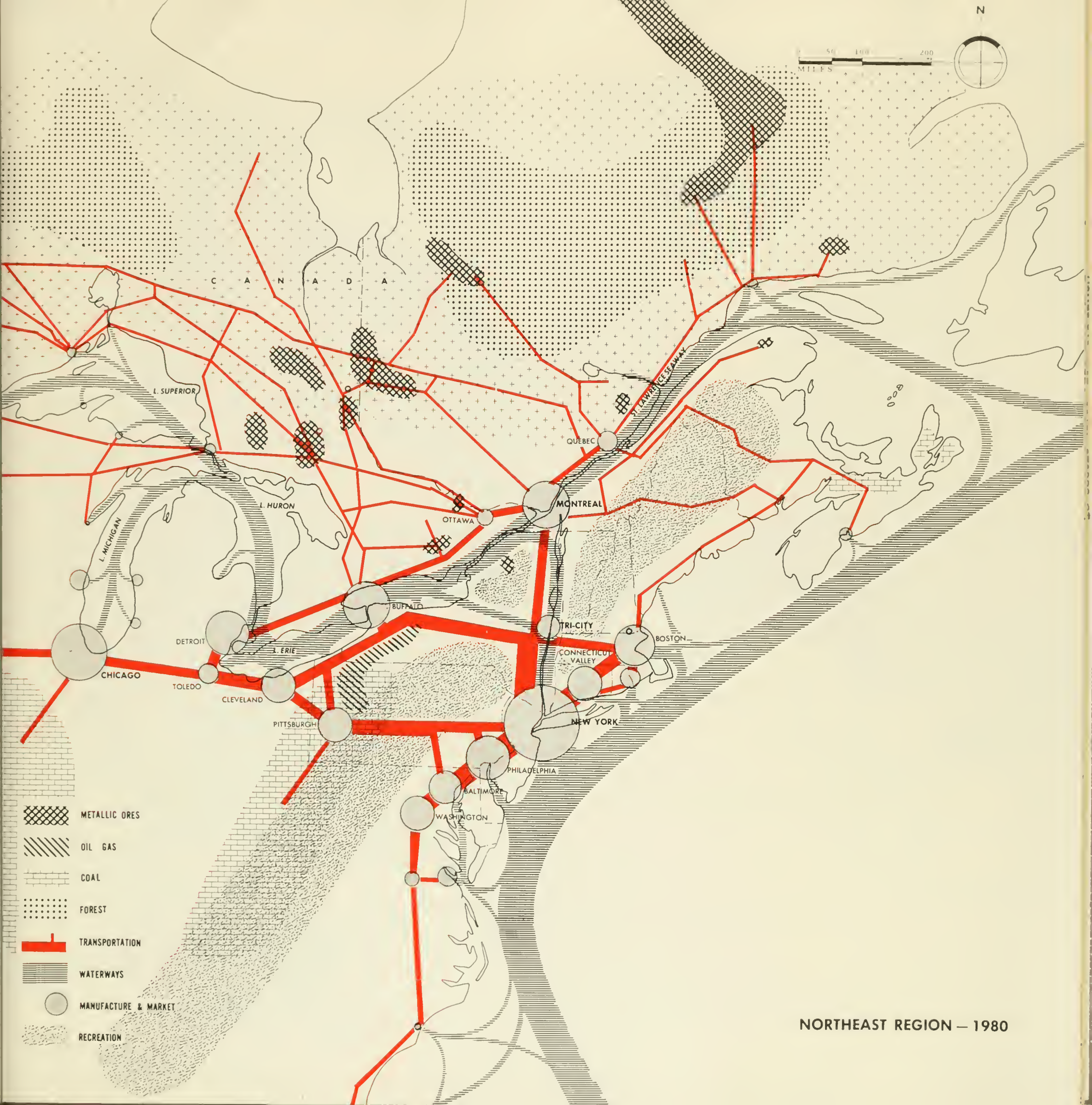
### NORTHEAST SUPER-REGION PROJECTIONS

	Population (1000)		Income per capita (dollars by '60)		Value added by manufacture (\$1,000,000)	
	1960	1980	1960*	1980	1958	1980
New York: New York & northeastern New Jersey consolidated area	14,760	19,200	2,559	3,520	15,268	23,200
Boston: Boston, Providence and Worcester SMSA's	3,730	4,330	2,205	3,260	3,604	4,600
Cann. Valley: New Haven, Hartford, Springfield, Bridgeport, Waterbury, SMSA's	2,060	3,360	2,386	3,400	2,521	4,800
Montreal: Montreal & Ottawa SMSA's	2,210	3,800	1,613	2,800	1,884	4,300
W. Lake Ontario: Buffalo, Rochester, & Toronto SMSA's	3,250	5,000	2,109	2,950	4,488	7,900
Upper Susquehanna: Elmira & Binghamton SMSA's	260	320	2,264	3,315	333	442
Syracuse: Syracuse SMSA's	560	980	2,203	3,090	680	1,460
Tri-City: Albany, Schenectady, Troy SMSA's**	680	980	2,359	3,320	651	1,330

\* From Sales Management Survey, 1960

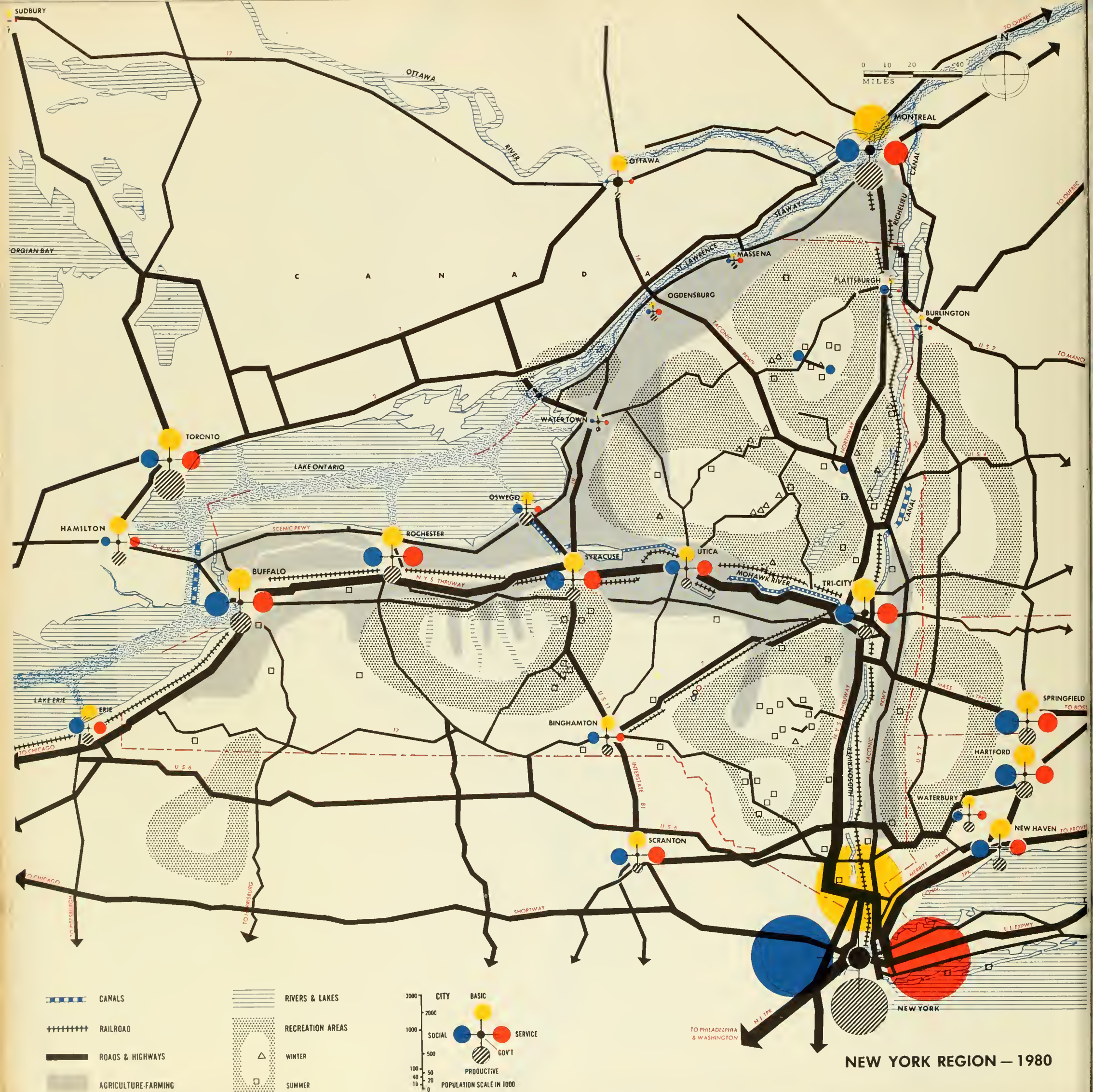
\*\* Including also Schenectady County





NORTHEAST REGION — 1980







## NEW YORK STATE REGION

New York State and the areas immediately adjacent to it in Canada, New England, New Jersey and Pennsylvania, contain a generous share of the Northeast Region's major components:

- Eight of its major urban centers, including the largest (New York) and the most dynamic (Montreal).
- The location of its most important resources (copper, nickel, titanium, asbestos, oil, anthracite, dairy products, fruits, tobacco, and the hydroelectric power of the Niagara and St. Lawrence systems).
- 53% of its manufacturing production, as measured by "value added" in New York State and in the adjacent urban centers as shown on the plan. New York State alone contains almost 30% of the region's manufacturing.
- The dominant elements of the Region's navigation and inland waterway facilities: The Port of New York as well as those of Buffalo, Toronto and Montreal; the St. Lawrence Seaway, the Hudson River, the N. Y. State Barge Canal, and the present and potential Champlain Waterway.

New York State itself occupies a central position in this most dynamic, dominant and diversified part of the Region. Albany centrally located at the convergence of its transport arteries, is a natural site for leadership within the region. Albany in the Tri-City Area is a favorable location for manufacturing, and for commercial activity, as the Capital of the State. It also is a natural center for cultural and scientific thought and research, easily accessible from major centers of learning.

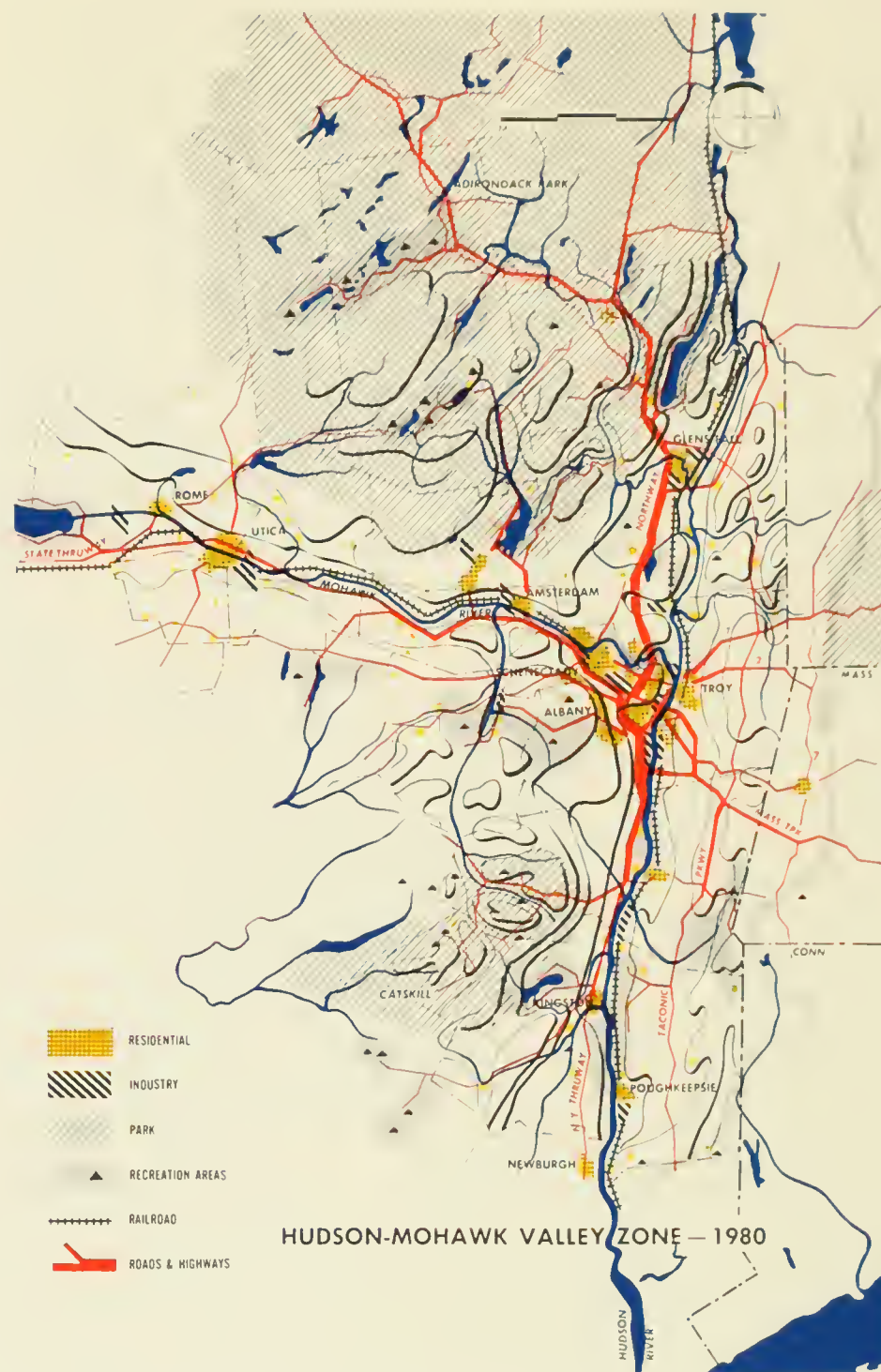
## HUDSON-MOHAWK VALLEY ZONES

The only zone of the sub-region which is located entirely within the State of New York, the Hudson-Mohawk Valley, consists of a manufacturing spine on or near its transport axis along the Hudson and Mohawk Rivers, flanked by large mountainous masses containing some of the region's most active tourist resources. The industrial base, which has tended to be depressed in recent years, can be expected to recapture some of its strength in the next twenty years, spurred by the trends along the Saint Lawrence Seaway. A concerted industrial development program, taking its cue from the proposed program in the Tri-City Area itself, is needed in the Zone to reinforce this trend.

The tourist and recreational functions of the zone are booming, as a result of the current growth of leisure-time activities. Annual receipts of tourist accommodations in the zone (including also Sullivan and Essex Counties on the borders of the zone), were \$124,000,000, in 1958. Of this, \$96,000,000 were received in approximately 2 to 1 shares in the Catskills and the Adirondacks respectively. The total figure in these two resort areas is expected to increase to 215 million dollars by 1980. The extension of the Taconic Parkway across the Adirondacks toward Ottawa, is proposed to provide improved access to this resort area north of Albany.

## HUDSON-MOHAWK VALLEY SECTORS

	Population (1000)		% increase '60-'80	Value Added by Manufacture (\$1,000,000)		% increase '60-'80
	1960	1980		1958	1980	
Mohawk Valley Sector	444	592	33	462	610	32
Loke George Sector	92	107	17	80	110	38
Tri-City Sector	680	980	42	687	1,330	93
Poughkeepsie Sector	374	691	85	270	600	122
<b>Total Zone</b>	<b>1,590</b>	<b>2,370</b>	<b>49</b>	<b>1,499</b>	<b>2,650</b>	<b>77</b>



## NEW YORK STATE ZONES

	Population (1000)		% increase '60-'80	Value Added by Manufacture (\$1,000,000)		% increase '58-'80
	1960	1980		1958	1980	
Western Lake Ontario Zone*	2,473	3,750	52	3,258	5,290	62
Eastern Lake Ontario Zone*	749	1,220	63	781	1,450	85
Montreal Zone*	274	530	93	135	420	211
Plateau Zone*	754	880	18	779	1,020	31
Hudson-Mohawk Valley Zone	1,590	2,370	40	1,499	2,650	77
New York City Zone*	10,955	12,970	18	9,267	13,550	46
<b>Total New York State</b>	<b>16,795</b>	<b>21,720</b>	<b>29</b>	<b>15,892</b>	<b>24,380</b>	<b>53</b>

\* Data are for those parts of zones within N. Y. State only. Data do not include parts of the first three zones located in Canada; or those parts of the Plateau Zone extending into northern Pennsylvania; or those parts of the N. Y. City Zone located in northern New Jersey.



## PLAN FOR THE TRI-CITY AREA

As the Tri-City Area develops during the next two decades, there must be a conscious effort by the residents of the individual communities, and by the various levels of government which represent them, to establish the means by which the metropolitan area can realize its full potential. Based upon projections of both population and economic growth, derived from the regional studies, a plan for moving the area into a period of directed growth has been evolved. The major elements of the plan, both existing and proposed, are presented on the facing page.

### TRANSPORTATION

Important problems must be solved in the Tri-City Area relating to its transportation framework. While the air, rail and water transportation systems are reasonably well defined, the form of the highway network is quite a different matter, and has not always been extended with overall objectives in mind. A transportation plan based on planned development is essential to direct future growth.

A three loop road system is proposed to serve the total Tri-City Area. The first loop, the Albany-Schenectady-Troy *urban connector*, lies within the triangle formed by the three cities. This loop is composed of various arterials. It picks up and distributes urban traffic originating within and outside its circuit. Radial routes intersect this loop to feed it or to provide cross-loop access to and from interior areas. Sub-loops direct traffic into and around the major urban centers where population and employment densities are high. The second, or *mid-loop* of arterial roads serves primarily the suburban areas. It provides a means of linking them with the radial routes which converge on the heart of the urbanized area to disperse traffic to the surrounding satellite communities. The third and outer route is primarily a *scenic-loop*, which passes through major public and private recreational areas near the metropolitan area. Other roads radiating from this loop lead to more remote communities of the area. This road system, making up the Tri-City area network, is linked in turn to the major regional expressways and interstate highways.

### URBAN AREAS

By 1980, the Tri-City Area will add from 200,000 to 300,000 people to its 1960 population of 680,000. Most of this new growth will expand the presently urbanized areas outward into undeveloped land. Population centers will tend to grow together as they use up vacant land between them with homes, facilities, and commercial activities. The major urban areas, Albany-Rensselaer, Schenectady-Scotia and Troy-Watervliet-Cohoes, should be developed according to their individual identities but sharing the benefits of several common components such as industrial parks, port facilities, recreational areas and educational facilities.

The greater Albany area will continue to be a strong governmental and financial center, an important port and consequently, a major retail, wholesale and service center. Stabilized employment in greater Schenectady will fortify local business and the image of the "Electric City" will be retained. Troy and adjacent areas will benefit from new research-oriented industries and the future will reflect a change from its historic manufacturing base to a more diverse economy.

Planning and urban redevelopment programs should be actively pursued in the larger urban areas to help them regain their proper place in the greater metropolitan area. The suburban towns and villages should strive to improve land use controls. For example, commercial develop-

ment should be limited to concentrated areas where it will not conflict with other uses. Large commercial centers should be limited to major highway interchange points to alleviate traffic problems.

### OPEN SPACE RESERVATION

As the population expansion pushes into undeveloped areas, it is important that open space reservations be established, to provide breathing space and recreation areas for the population. This open space should be a continuous network placing a framework around individual communities, delimiting their spread and protecting them from the consequences of continuous urban sprawl. Zoning restrictions and nature reserve regulations are important tools for implementing such a program.

Satellite communities beyond the suburban areas should similarly be protected to preserve their unique character. These small communities not only can serve as service centers for the rural areas of the sector but also may become increasingly popular as places of residence for workers in the urban cores some miles away.

The open space bands around the communities would be linked to the more undeveloped land on the fringe of the urban areas. Here major regional recreation areas could develop, both for residents and for tourists. A recreation area located along the Mohawk River west of the Northway would offer one such opportunity.

### INDUSTRY

Future growth of the Tri-City Area will depend, in large part upon the development of industry in the area. Its many regional advantages as an industrial location can be capitalized upon with proper planning.

In addition to expanding present industrial areas, there are many potential industrial sites within the Tri-City Area. One such site is the upper part of the eastern bank of the Hudson River extending from Rensselaer and East Greenbush northward to the present Troy Airport. This area, because of the open acreage, the nearness of educational facilities and its proximity to proposed interstate highways, is a prime location for research-oriented industries. Adequate land is available nearby for the related residential units and other facilities which would be needed.

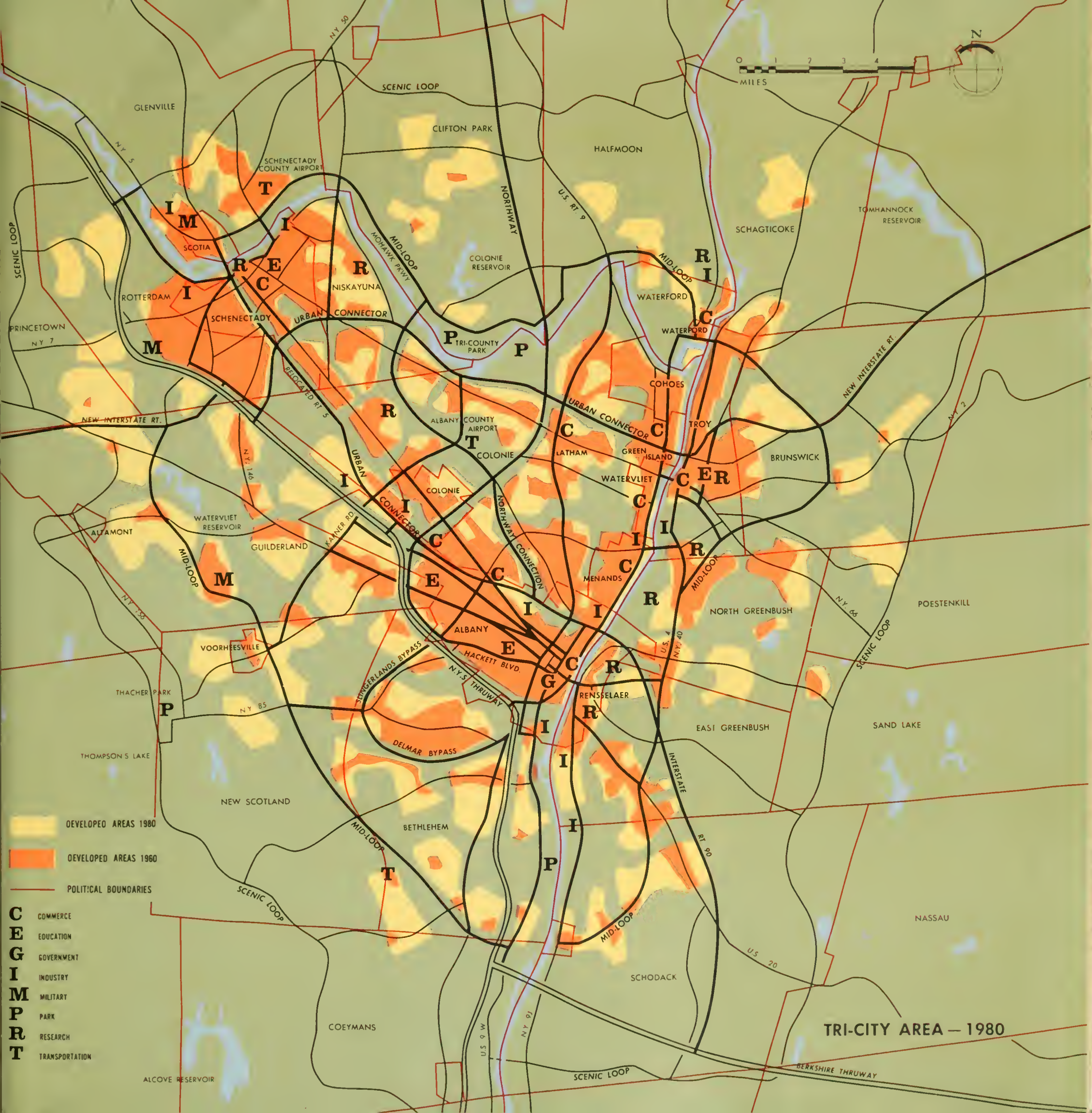
Another prime site is the Colonie-Guilderland area along the railroad and the New York Thruway west of Albany. While it is now essentially untouched, the ease with which it could be readied for development and its location near the heart of the Tri-City Area make it a natural site for all types of transportation centered industries.

The trend toward industrial developments near airports could be captured by developing research-oriented and light manufacturing industries near the Albany and Schenectady County airports. This type of land use would gradually displace existing residential uses.

The major educational facilities which exist and which are proposed for the area will enhance the potential for industrial development. Such institutions act as magnets drawing persons and industries which can do much toward boosting this area toward greater national and international prominence.

As a coordinating element, which would oversee and promote local development activities and community planning, a Tri-City Regional Planning Association should be created. Such a body should have representatives from all local political units. It would be responsible for the exchange of planning ideas, suggesting and implementing action programs and acting as a general stimulator of development within the area.







## FORECASTS OF METROPOLITAN GROWTH

The projections used in the preparation of these plans for Albany and the Tri-City Area were developed by means of new techniques which have been made possible with the use of electronic computers. The ability of these computers to handle and interrelate large volumes of computations has made it possible to measure and project economic growth, population growth and traffic volumes, in accordance with a future physical plan.

### INPUT-OUTPUT STUDY

Economic forecasts, based on regional considerations and local planning decisions were computed by means of a projected *input-output matrix*. A simplified version of matrices used is illustrated below. The Tri-City Area's economic structure was first analyzed and divided into sectors. The quantitative dimension of each component of the economy was then studied. All of the forces which would influence these components were also studied — population growth, regional and local markets, technological and standard of living changes. By taking account of all of these forces acting together, the dimensions of the economic components of the Tri-City Area were then computed for target dates 1956, 1970 and 1980.

From the data thus obtained, the future population and employment distribution in the community were computed. The table on this page shows the employment distribution in 1960 and 1980.

The projections of the growth of the economy, employment and population were used to develop forecasts for housing, retail and business demands in Albany and the Tri-City Area which are presented elsewhere in this report. The input-output study estimated growth for the Tri-City Area as a whole. On the basis of projected land use decisions, development proposals, and the plan for the Tri-City Area and Albany, the population and employment were allocated to the various parts of the Tri-City Area.

### GRAVITY MODEL

On the basis of the land-use forecasts, and distribution of population and employment, a comprehensive transportation study was made, called a *gravity model*. It is so called because it measures the *attraction* in terms of trips made between the various sections of the Tri-City Area. Albany and the Tri-City Area was subdivided into 80 such sections, or zones, to which employment and population were allocated. The number of trips occurring between each pair of zones was estimated by the use of computers. These zone to zone trips were then allocated to the various highways within the Albany Area, both existing and proposed under the tentative arterial plan. This provides a firm basis for evaluating the highway proposals. The map on the opposite page illustrates traffic desire lines in 1960 and 1980. It shows the volume of trips existing and anticipated between the different zones in the Albany Area.

TABLE 1 - 1960 INPUT-OUTPUT MATRIX, TRI-CITY AREA, NEW YORK

SECTORS	LOCAL SECTORS									
	1	2	3	4	5	6	7	8	9	10
1. AGRICULTURE	18.3	0.8	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
2. MANUFACTURING	0.2	0.8	1.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
3. CONSTRUCTION	0.7	7.4	3.4	13.3	0.7	1.4	0.0	3.7	0.8	10.1
4. TRANSPORTATION	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
5. RETAIL, PERSONAL & REPAIR SERVICES, AMUSEMENT	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
6. MEDICAL, EDUCATIONAL & NON-PROFIT ACTIVITIES	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
7. GOVERNMENT	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
8. UNEMPLOYED	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
9. TOTAL	18.3	0.8	1.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
10. TOTAL	18.3	0.8	1.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1

## INPUT-OUTPUT FOR TRI-CITY AREA

### EMPLOYMENT DISTRIBUTION PROJECTIONS, 1960-1980

Components and Sectors of the Economy	1960 number	— Employment percent —	1980 number	1980 percent
<b>Basic—Domestic Service</b>	<b>5,150</b>	<b>2.1</b>	<b>1,790</b>	<b>0.5</b>
<b>Production—</b>				
Agriculture	6,425	2.7	1,810	0.5
Manufacturing	71,793	30.0	112,710	30.0
Construction	14,495	6.1	35,500	9.5
<b>Total Production</b>	<b>92,713</b>	<b>38.8</b>	<b>150,020</b>	<b>40.0</b>
<b>Service—</b>				
Trans. & Utilities	17,754	7.4	24,950	6.6
Trode	38,042	15.9	70,000	18.7
Finance, Insurance & Real Estate	8,978	3.8	15,250	4.0
Business & Misc. Services—Amusement	25,634	10.7	44,550	11.9
<b>Total Service</b>	<b>90,508</b>	<b>37.8</b>	<b>154,750</b>	<b>41.2</b>
<b>Social—</b>				
Medical, Educational & non-profit activities	27,330	11.4	37,900	10.1
<b>Government—*</b>	<b>23,718</b>	<b>9.9</b>	<b>30,710</b>	<b>8.2</b>
<b>SUB-TOTAL</b>	<b>239,319</b>	<b>100.0</b>	<b>374,770</b>	<b>100.0</b>
<b>Undistributed</b>	<b>13,500</b>	<b>—</b>	<b>23,950</b>	<b>—</b>
<b>TOTAL</b>	<b>252,819</b>	<b>—</b>	<b>399,120**</b>	<b>—</b>

\* "Government" employment in this tabulation includes only persons engaged in legislative, judicial, administrative, police and military work; the figures are not equivalent to government "payrolls."

\*\* If total employment in 1980 of 399,120 as derived from Input-Output, corresponds to 41% of the standard labor force of the population, the latter will be 973,500, in comparison with the 980,000 originally used for the Input-Output computations.

## GRAVITY MODEL FOR ALBANY AREA

### SUMMARY OF TRAVEL BY RESIDENTS, 1960-1980

	1960	1980	Percent Increase
<b>Auto-driver trips</b>			
Work	180,936	342,970	90
Shop	70,876	154,164	118
Other	254,170	524,189	106
<b>Total</b>	<b>505,982</b>	<b>1,021,323</b>	<b>100</b>
<b>Vehicle Hrs. of travel</b>			
Work	35,528	66,819	90
Shop	10,217	22,527	120
Other	39,321	85,260	116
<b>Total</b>	<b>85,066</b>	<b>174,606</b>	<b>106</b>
<b>Vehicle Miles of Travel</b>	<b>2,176,804</b>	<b>5,006,592</b>	<b>130</b>

TABLE 7 - 1980 INPUT-OUTPUT MATRIX, TRI-CITY AREA, NEW YORK

SECTORS	LOCAL SECTORS									
	1	2	3	4	5	6	7	8	9	10
1. AGRICULTURE	27.0	0.7	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
2. MANUFACTURING	0.4	11.9	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
3. CONSTRUCTION	1.3	32.4	0.3	19.0	1.3	0.9	0.0	10.9	0.3	19.0
4. TRANSPORTATION	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
5. RETAIL, PERSONAL & REPAIR SERVICES, AMUSEMENT	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
6. MEDICAL, EDUCATIONAL & NON-PROFIT ACTIVITIES	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
7. GOVERNMENT	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
8. UNEMPLOYED	0.7	0.3	1.0	7.0	0.6	1.6	0.0	3.0	0.1	3.9
9. TOTAL	27.0	0.7	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
10. TOTAL	27.0	0.7	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1







## FORECASTS OF CITY GROWTH

### POPULATION

The growth projections for the City of Albany are derived from those for the Tri-City Area as a whole, according to the methods described before.

The population in the Tri-City Area will increase steadily during the next 18 years, increasing between 30 and 44% between 1960 and 1980. The 1960 population of the five county area, which is the basis of this study, and which includes Albany, Saratoga, Rensselaer, Schenectady and Schoharie, was approximately 680,000. By 1980, it will increase to between 883,000 and 980,000 people.

Most of this population increase will take place in the rural areas of the counties, primarily as suburban developments adjacent to the principal urban areas of the Tri-City Area. However, with urban renewal activities, slum clearance, and the current growing trend for a return to more dense, intown living, the urban areas themselves are expected to grow in population, in contrast to the trends of population decline experienced by these communities during the last decade.

In Albany City, the population is expected to increase 23%, growing from the 1960 census of 129,700 to 160,000 inhabitants by 1980. Whether this growth is realized will depend on whether the city can add sufficiently to its housing supply to accommodate these added people. New housing will have to be developed in the Pine Bush area and in other vacant areas near the University-Campus site. Other new housing will have to be added in the central parts of the city by redeveloping and increasing the density. Much of this is proposed in the plan for the core where the rehabilitation of existing housing facilities will also be required to help supply the growing demand for in-town dwelling units.

### EMPLOYMENT

The 1960 working force in the Tri-City Area numbered 252,800 people; if the higher population figure for the area is reached almost 400,000 people will be employed by 1980; if the lower population figure is reached, employment will climb to 360,000 people. Population and employment are closely interrelated in today's highly mobile population.

Albany City, although it contains less than 20% of the Tri-City population is the employment center for more than 30% of its workers. The trend will continue in the future. While only 10% of the predicted population growth of the Tri-City Area will occur in Albany, 26% of the new jobs in the Tri-City Area will develop in Albany by 1980. In 1960, Albany employed 80,000 people; by 1980 it will employ 118,500.

### INCOME

Personal income in the Tri-City is expected to increase from a 1960 per

capita level of about \$2350 per year to more than \$3300 by 1980. Total personal income in the area will consequently rise from about \$1.5 billion in 1960 to between \$2.9 and \$3.3 billion by 1980.

This increase in income, both for the individual and for the community, means increased expenditures and greatly expanded business throughout the Tri-City Area. The total volume of retail trade, for example, can be expected to double between now and 1980. The distribution of this spending will depend, in large part, on the location and attractiveness of various enterprises and on the competition which will develop in order to capture this spending.

Retail spending has been increasingly decentralized and suburbanized in the Tri-City Area, but it is possible that a recentralization in the urban cores can become a reality through urban renewal. Albany, as the center of activity in the Tri-City Area can capture a large share of the business and retail spending, if its retail core is redeveloped as proposed in the Retail Core Plan.

### PLANNING FOR GROWTH

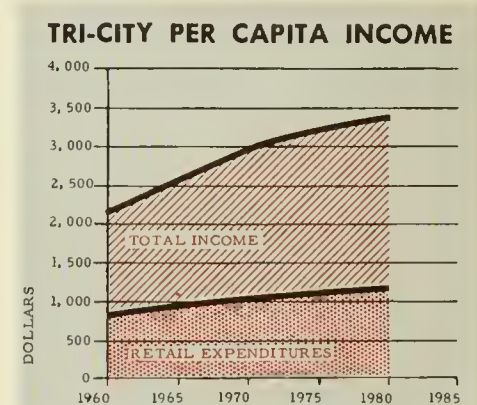
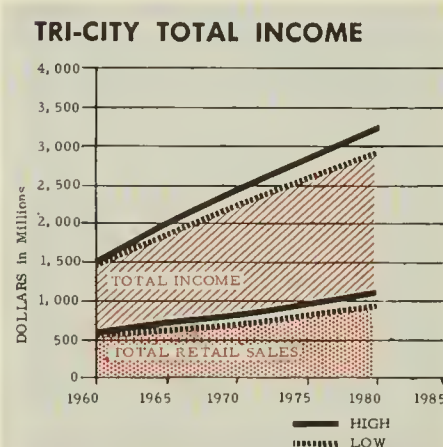
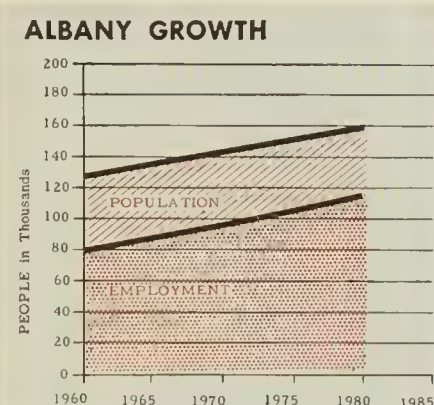
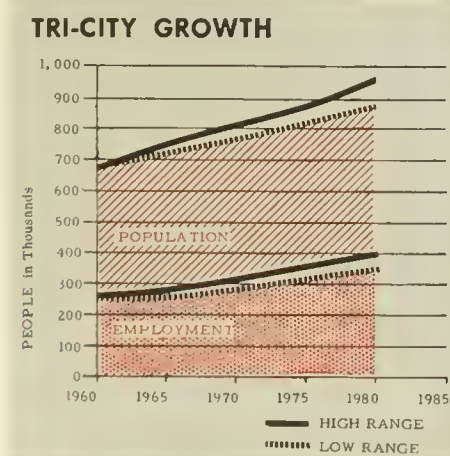
The increase in population, employment and income brings with it an increase in the demand for space and facilities — for shopping, housing, offices, institutions and recreation. The great challenge of the future will be to meet the projected growth with an orderly and integrated plan. The proper coordination and servicing of land uses is vital to the functioning of the community.

Within the five county area, housing will be a significant part of the future development. New housing will be needed both for replacement of obsolescent units and others lost through urban renewal. By 1980, more than 9000 dwelling units will be replaced. Given the range of population which can be expected and considering other factors such as developers' decisions and the construction business capacity, the total demand for new housing units, both replacement and additive, will number between 68,000 and 101,000 by 1980.

Albany City, with more than 4000 replacement units, is expected to have a market potential for between 12,088 and 16,438 new housing units. This will require an average annual construction rate in the city of between 672 and 913 new units each year.

### COMMUNITY FACILITIES

The growth of Albany interpreted in terms of its needs for school facilities gives some picture of the demand for community facilities produced by population growth.





If the Albany City population grows from the 1960 figure of 129,700 to 160,000 by 1980, there will be approximately 5,750 more school children in the city, an increase of 23.33% over the present school population. Of this number, assuming the same distribution between public and private as exists at the present time, about 3300 will be public school children. For these public school children, approximately 5 new elementary schools, one new junior high school, and an addition to a high school will be necessary. With a redistribution of the population, through renewal and new developments, more schools may be required.

#### ALBANY'S DOWNTOWN

Most relevant to the plans for Albany, are the space and employment projections for the downtown represented here. The projections are based upon population and income projections, as well as planning decisions. Within realistic limits, the growth of the Tri-City Area which could be expected to take place in downtown Albany was allocated there. Projected retail space was estimated on the basis of income and retail expenditures. Projected space for other businesses were estimated from predicted growth in the various sectors of the economy and the growth in employment for these sectors.

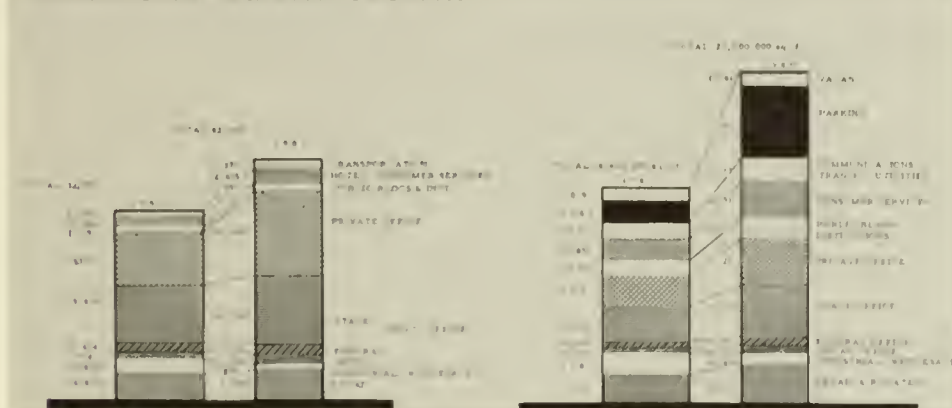
There will be an additional 10,000 workers in downtown Albany by 1980. The major increase in employment will be in private offices, supporting the increasing concentration of commercial facilities in this center for the Tri-City Area. There will be a substantial increase in state employment, consumer services, transportation and retail workers. A predicted decline in industrial and wholesaling activities in the downtown is to be expected as land here becomes more valuable and as more suitable sites for such activities develop outside the downtown. Automation is expected to bring about a decline in employment, but an increase in space usage by the Federal Government.

Floor space is expected to increase from 14,600,000 sq. ft. to 21,000,000 by 1980. Denser building within the same area will accomplish this. All uses will increase except in industrial and wholesale. The most striking increase will be in space devoted to parking, a much needed use in the downtown, if the other facilities are to be serviced.

#### ALBANY RETAIL SALES PROJECTIONS (\$000's)

	1958	1965	1970	1980
Albany City	139,494	176,393	193,701	234,968
% of Tri-City Area	32.5%	33.5%	34.3%	35.8%
Albany CBD	57,702	64,963	75,022	94,435
% of City	41.4%	36.8%	38.7%	40.2%

#### DOWNTOWN ALBANY GROWTH









#### IV. EFFECTUATION OF THE PLAN





## ACTION — FULFILLMENT OF THE PLAN

The broad program on which ACTION is to be carried out consists of a series of OPERATIONS. Achievement of the objectives of the master plan and full realization of the potential of the TRI-CITY AREA will be measured to a large extent by the degree to which the OPERATIONS

are carried out.

It requires the guidance and combined efforts of Federal, State and Local government agencies to prepare the way for private initiative to apply its resources to produce a better and more prosperous Capital District.

### OPERATION INDUSTRY

A series of industrial development projects designed to reinforce the economic base of the Tri-City Area. Requires organization, promotion, financing and physical development of potential industrial sites.

PROJECT	STATUS							EXECUTED BY	SOURCE OF FUNDS	
	CONCEPT	PLANNING		DESIGN			EXECUTION			
		IN PROCESS	COMPLETE	IN PROCESS	COMPLETE	APPROVED	IN PROCESS			COMPLETE
1. Creation of Tri-City Industrial Development Carparation	<div></div>							State Department of Cammerce; Tri-City Municipalities absorbing "50 Club" and Tri-City Industrial Council.	State Job Development Autharity and Department of Cammerce; Lcal Band Issues.	
2. Calanie Industrial Park	<div></div>							Tri-City Industrial Development Carparation. (praposed)	Gavernment guaranteed band issues; private enterprise.	
3. Tivali Valley Industrial Park	<div></div>							State Department of Cammerce (pramation).	State and Lcal Funds; private enterprise.	
4. North End Urban Renewal Project	<div></div>							Albany Department of Urban Redevelopment.	Federal, State & City Grants, private enterprise.	
5. North End Industrial Development.	<div></div>							Albany Department of Urban Redevelopment.	Federal, State & City Grants, private enterprise.	

### OPERATION TOURISM

Continued work to integrate regional recreation and tourist facilities into the Tri-City Plan and to create new recreation facilities.

PROJECT	STATUS							EXECUTED BY	SOURCE OF FUNDS	
	CONCEPT	PLANNING		DESIGN			EXECUTION			
		IN PROCESS	COMPLETE	IN PROCESS	COMPLETE	APPROVED	IN PROCESS			COMPLETE
1. Extension of Taconic Parkway through Adirondacks to Ottawa.	<div><div></div></div>							Taconic State Park Commission.	State Funds.	
2. Development of Tri-City System of Scenic Roads.	<div><div></div></div>							State Department of Public Works; Tri-City Municipalities.	State, County & Local Funds.	
3. Tri-City Park System, especially along Mahawk River.	<div><div></div></div>							State Conservation Department; Tri-City Municipalities.	State open space program; Local Funds.	
4. Marinas along Hudson, especially in Albany and Rensselaer.	<div><div></div></div>							State Conservation Department; private enterprise.	State Funds; private enterprise.	



## OPERATION TRANSPORTATION

To reestablish Albany's position as the crossroads of travel by both land and water. This includes direct water connections to the St. Lawrence Seaway. It also includes development of an integrated highway network that affords regional traffic the opportunity to enter Downtown Albany directly and with ease.

PROJECT	STATUS							EXECUTED BY	SOURCE OF FUNDS	
	CONCEPT	PLANNING		DESIGN			EXECUTION			
		IN PROCESS	COMPLETE	IN PROCESS	COMPLETE	APPROVED	IN PROCESS			COMPLETE
1. Improvement Chomplain Canal; Sorel Cut-off; Oswego Canal.								Incochomp, U. S. Corps of Engineers	Federal ond Stote Funds.	
2. Improvement of Albany Horbor, Dockside improvements ond dredging.								Albony Port District Commission; U. S. Corps of Engineers.	Federal ond Stote Funds.	
3. Completion of Northway.								Stote Department of Public Works.	Federal ond Stote Funds.	
4. Improvement Roads ond by-pass Binghamton to Albony, new Route 7 from new Troy Bridge to Schenectody, Interstate 787, Interstate 90 to Routes 7 and 40.								Stote Department of Public Works.	Federal ond Stote Funds.	
5. Riverfront Interstate, Patroon Island Bridge, Northside Interstate, Northway Connection.								Stote Department of Public Works.	Federal ond Stote Funds.	
6. Completion of Slingerlands bypass crasstown to Osborne Road connection, Washington Pork Crasstown, Replocement of Dunn Memorial Bridge.								Stote Department of Public Works.	Federal, Stote ond Local Funds.	

## OPERATION EDUCATION AND RESEARCH

To further develop within the Tri-City Area the opportunities and facilities for higher education. To increase the educational resources of the Tri-City Area through promotion of research facilities.

PROJECT	STATUS							EXECUTED BY	SOURCE OF FUNDS	
	CONCEPT	PLANNING		DESIGN			EXECUTION			
		IN PROCESS	COMPLETE	IN PROCESS	COMPLETE	APPROVED	IN PROCESS			COMPLETE
1. University City in oreo of State Office Campus and State University Campus.								Stote Department of Public Works; City of Albony, private enterprise.	State and City Funds, private enterprise.	
2. Research Center in Rensseloer.								Departments of State of New Yark.	Stote Funds.	
3. Nucleor Research Center.								Office of Atomic Development.	State Funds.	
4. Industrial Research in Troy and Rensseloer.								Private enterprise, educotional institutions, local municipalities.	Stote Funds, private enterprise.	



## OPERATION NEIGHBORHOODS

A program to improve residential neighborhoods and to increase the housing supply in the Albany Area. This program will provide the housing resources for families displaced by the South Moll project and will also provide housing to complement the rebuilding of the central area of Albany and the contemplated industrial expansion of the Albany area.

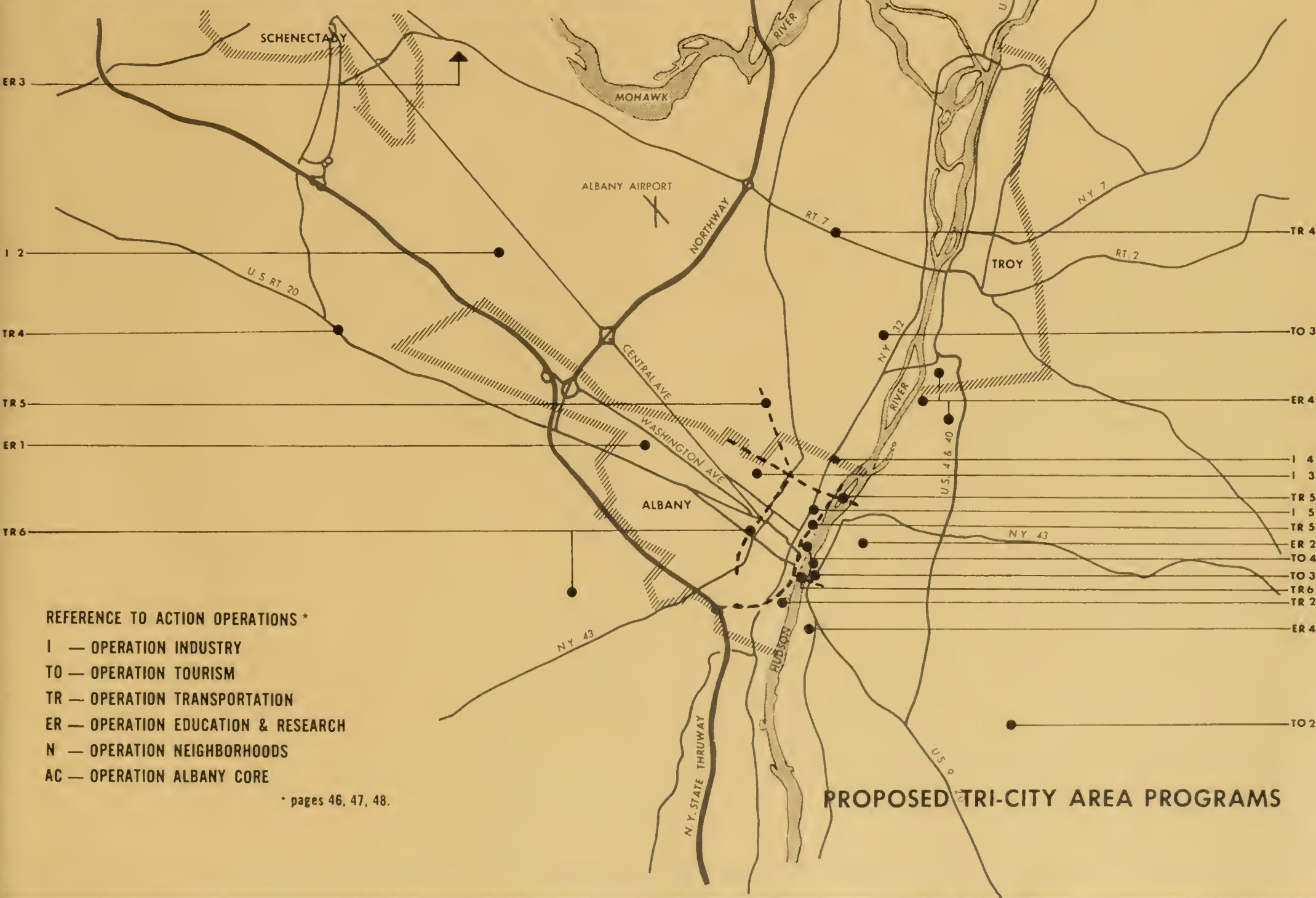
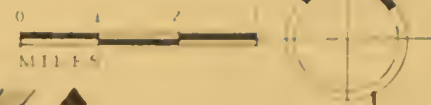
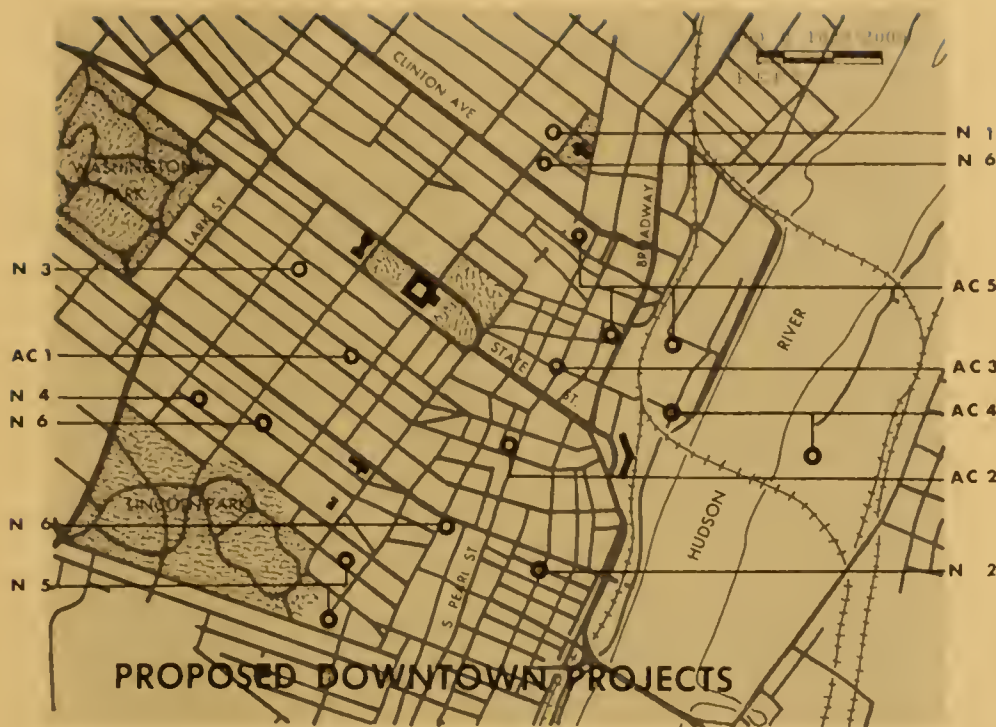
PROJECT	STATUS								EXECUTED BY	SOURCE OF FUNDS
	CONCEPT	PLANNING		DESIGN			EXECUTION			
		IN PROCESS	COMPLETE	IN PROCESS	COMPLETE	APPROVED	IN PROCESS	COMPLETE		
1. Arbor Hill General Neighborhood Renewal Plan.									Albony Department of Urban Development.	Federal, State and City grants; private enterprise.
2. South End General Neighborhood Renewal Plan.									Albony Department of Urban Development.	Federal, State and City grants; private enterprise.
3. Center Square Neighborhood Rehabilitation.									Albony Department of Urban Development.	Federal, State and City grants; private enterprise.
4. Lincoln Park West Urban Renewal Project.									Albony Department of Urban Development.	Federal, State and City grants; private enterprise.
5. Lincoln Park Homes.									Albony Housing Authority.	State and Local funds.
6. Relocation of families from South Moll Area.									State Division of Housing and City of Albany.	Federal, State and Local funds.

## OPERATION ALBANY CORE

In conjunction with the building of the State Office Complex in the South Moll Area a series of projects are proposed for Downtown Albany and the waterfront on both sides of the Hudson River. The execution of these projects will reaffirm Albany's position as the Capital City of the State.

PROJECT	STATUS						EXECUTED BY	SOURCE OF FUNDS		
	CONCEPT	PLANNING		DESIGN					EXECUTION	
		IN PROCESS	COMPLETE	IN PROCESS	COMPLETE	APPROVED			IN PROCESS	COMPLETE
1. South Moll — State Office Complex.							State Department of Public Works.	State Funds.		
2. Convention Hall and War Memorial.							Non-Profit Public Corporation (proposed).	Community Development Corporation (proposed).		
3. Retail Core projects including shops, office space, Federal office building, parking, etc.							Albany Department of Urban Redevelopment.	Federal, State and City Grants, private enterprise.		
4. Capital Harbour Project on Albany and Rensselaer sides of Hudson River including marinas, housing, yacht club, boathouse, center for creative arts, heliport, historic area, commercial and civic center in Rensselaer.							Albany Department of Urban Development and Rensselaer Redevelopment Authority (proposed).	Federal, State and City Grants, private enterprise.		
5. Parking Facilities.							Albany City Parking and Traffic Authority (proposed).	Parking Authority Bonds.		





REFERENCE TO ACTION OPERATIONS \*

- I — OPERATION INDUSTRY
- TO — OPERATION TOURISM
- TR — OPERATION TRANSPORTATION
- ER — OPERATION EDUCATION & RESEARCH
- N — OPERATION NEIGHBORHOODS
- AC — OPERATION ALBANY CORE

\* pages 46, 47, 48.

PROPOSED TRI-CITY AREA PROGRAMS



## COSTS AND BENEFITS OF CORE PROJECTS

In conjunction with the building of the new State office building complex in the South Mall area, "Operation — Albany Core" consists of a series of key urban renewal projects that should be undertaken to effectively rebuild Downtown Albany.

The costs of acquiring lands for these projects and preparing them for new private constructions will call for sharing of the costs by Federal and State agencies with the City of Albany. The projects proposed are well within the capacity of the City of Albany to pay and are feasible for private investment.

Excluding parking facilities, the cost to the City of Albany in undertaking the Core projects under Federal urban renewal would be about \$4,000,000 with an equal amount contributed by the State of New York.

The parking facilities necessary to implement this plan are estimated at \$10,000,000. Some of these facilities would be constructed and operated by private concerns while others would be the responsibility of the City of Albany.

These parking facilities are revenue producing and expected to be self-liquidating. A portion of the costs of these facilities can be used as credits toward the City's share for these projects (\$4,000,000). In addition, with possible non-cash credits for streets and utilities, the city's direct cash contributions toward these projects would be kept to a minimum.

## CODES AND ORDINANCES

With the rebuilding of a new Albany — especially through "Operations — Albany Core" — new standards for character of uses and quality of construction must be established in order to insure a rebuilding of lasting quality and interest.

The building code and the zoning ordinance for the City are approximately 40 years old. This obsolescence together with infirmities in concept, detailed regulations and administrative procedures make the codes and ordinances inadequate to meet future needs.

While studies are underway locally to correct these conditions, the planning studies prepared for the Commission revealed certain factors that should serve as guide lines for any new studies on local codes and ordinances.

First, the land requirements under any new zoning ordinances should recognize that by 1980 the following quantities of uses must be accommodated.

Population	150,000 - 160,000
Working Population	118,000 (incl. 53,000 commuters)
New dwelling units	12,000 - 16,000
CBD Retail Floor Space	2,300,000-2,900,000 sq. ft.
CBD Multi-Purpose Office Space	2,880,000-3,275,000 sq. ft.
CBD Single Purpose Non-Retail	
Commercial Space	9,420,000-9,790,000 sq. ft.
CBD Parking	17,000 spaces.

Comments on the distribution and intensity of these uses are contained in the discussion of the Master Plan for the Greater Albany Area and the Detail Plan of the Core of Albany on pages 18-32 of this report. Detailed zoning studies should focus on this anticipated growth and the redistribution of existing uses according to the new land use patterns proposed in the Commission's Master Plan for the Greater Albany Area.

At the present time the properties that might possibly be acquired to carry out the various projects under "Operations — Albany Core" produce annual tax revenues of approximately \$300,000-\$325,000. It is estimated that new construction contemplated for these areas would produce \$650,000-\$700,000 in annual tax revenues — meaning an annual additional tax revenue to the City of Albany of \$325,000-\$400,000.

The benefits to Albany are clear. The direct costs of its investment in urban renewal can be met by increased tax revenues. This would assure a short term for amortization.

In addition, there are the secondary benefits of increased values added to properties not to be acquired in the Downtown area, that will improve and benefit due to the new developments.

## TABULATION — SUMMARY COSTS

Project	Net Cost	Federal Share	(in millions)	
			State Share	Albany Share
1. Convention Hall Project	3.0M	2.0M	0.5M	0.5M
2. Retail Core Project No. 1	15.0M	10.0M	2.5M	2.5M
3. Capital Harbour Project	5.7M*	3.8M	.95M	.95M
4. Parking Facilities	10.0M	—	—	10.0M

\*Does not include that portion of the Capital Harbour Project on the Rensselaer side of the Hudson River. The net cost of this portion of the project is \$7,000,000 with a Federal share of \$4,600,000 and a State and Rensselaer share of \$1,200,000 each.

The existing zoning ordinance consists of 4 categories of residential districts, 4 categories of business districts and 2 categories of industrial districts. The use controls are the same for all categories within the major district classifications. They vary only in height, bulk and yard requirements, and residential densities.

The new zoning ordinance should have a positive definition of allowable uses in each category of the major district classifications, clearly reflecting the objective of land use within the city. For instance, the business district could be separated into three categories — CBD, Secondary and Neighborhood — with separate use controls for each. The setback and height controls should not only be tailored to the density requirements of the separate categories but should also encourage freedom of concept and design to achieve attractive and economical building forms and open spaces. Parking requirements should also be added as an integral part of the new zoning ordinance.

In addition, the new ordinance should contain provisions for historic area zoning, as previously proposed, and special zoning for development parcels. Development parcel zoning would be appropriated in the Albany portion of the Capital Harbour Project wherein different but compatible uses such as commercial, housing, recreation, cultural and parking uses are integrated within a single development.

The Albany Building Code is outdated. It is a restrictive, "specification" type code dictating controls and standards on building materials and construction practices that, in many cases, are obsolete and difficult to administer. As in the case of the zoning ordinance, the building code should be rewritten as an up-to-date "performance" type code which allows flexibility in design with realistic controls, easy to administer, that will result in economy of construction and will relate health and safety requirements to building use and occupancy.



## ORGANIZATION FOR EFFECTUATION

### TRI-CITY REGIONAL PLANNING

In order to coordinate the direction of thought and programs of mutual interest it is proposed that the municipalities in the Tri-City Area unite in a common effort toward regional planning.

At the present time some municipalities in the area have planning programs in various stages of completion, others have programs seriously in need of up-dating and some have no programs at all. Therefore, it is felt that a common effort in regional planning is vital in order to add strength and will to any local planning that might be undertaken as a result of efforts of the Temporary Commission to plan for the Tri-City Area.

### TRI-CITY INDUSTRIAL DEVELOPMENT CORPORATION

One of the major efforts proposed to revitalize general economic activity in the Tri-City Area concerns effectively carrying out "operations-Industry." Therefore, it is proposed that the municipalities in the Tri-City Area again unite through an industrial development corporation.

In this highly competitive field such a corporation would have uniform representation and power to acquire property, to retain a continuing staff and to issue bonds. Its functions would include aggressive promotion, industrial site selection, preparation of plans, construction of site improvements such as roads and utilities and sale of improved lands for industrial use.

## TRANSPORTATION OPERATIONS

### TRAFFIC CONTROLS

Maximum benefit for Albany from the new highway system and new land uses will require that a comprehensive traffic engineering program be developed for the local City streets. The operational requirements of local streets must be studied to determine which traffic control systems and regulations can produce maximum efficiency. Traffic controls may take the form of integrated signalization and signs systems, standing and parking regulations, intersection design and loading-unloading regulations. These are especially critical in the downtown. A permanent City department of traffic, headed by a professional traffic engineer, can best direct these operations.

### INTERIM WATERFRONT TRANSPORTATION

During development of the plan, an interim road system is proposed for the waterfront to handle traffic and permit continuation of the construction for the Riverfront Interstate. In Stage One, a road system can be quickly built to serve the waterfront, receive traffic from the partly-built expressway, and connect downtown streets to the Dunn Memorial Bridge until the new bridge is completed. In Stage Two, the Interstate can be continued, and connected to the Mall Approach and new bridge. During this time, the D & H Railroad can continue to use its yards on the waterfront by backing up and using the Livingston Avenue Bridge. When the Interstate is completed, the Stage One road system can be used as a local system for the waterfront development.

### RAILROAD TERMINAL

The proposed waterfront development, completion of the Riverfront Interstate and elimination of the Maiden Lane Bridge will require the relocation of the passenger train station now on Broadway. It is proposed that a new Tri-City passenger station be constructed for the entire metropolitan area near the proposed Route 5, northwest of Albany. This facility, for the New York Central Railroad, will consolidate passenger service for the Tri-City Area in one easily accessible location. Until the relocation, a temporary station in the Tivoli Valley is proposed for both railroads.

## HISTORIC CONSERVATION BOARD

Certain areas of Albany have significant historic value. In order to properly perpetuate this heritage, the State of New York should combine efforts with the City of Albany in establishing an historic conservation board. Such a board would have two basic functions — namely, preservation or conservation and restoration. It would be granted powers to define historic districts and apply such zoning restrictions as necessary to preserve and maintain these districts. In addition it would also be provided with the means to undertake a program of restoration of structures and monuments of historic significance.

## TRANSPORTATION AND PARKING AUTHORITY

The plans for "Operations — Albany Core" include the new State Offices in the South Mall, a Convention Hall, rebuilding of the retail core and a project on the Waterfront in addition to a new system of expressways.

The ultimate success of plans of such magnitudes call for coordination and discipline in operation. In the matter of traffic service and movement of people, it is proposed that such efforts be concentrated in a transportation and parking authority empowered to establish necessary controls and regulations relating to these functions and to construct, lease and/or operate transportation and parking facilities.

*Right: Alternative plans for joining Clinton Ave. to Riverfront Interstate. "A," coming to grade on Clinton at Broadway, would provide direct access to downtown, but would conflict with Broadway traffic. "B" would avoid Broadway by joining Clinton above Ten Broeck; but would bypass downtown and would present unsightly elevated structure. "C," a new alignment would come to grade at N. Pearl and be depressed from Pearl to Clinton; however, N. Pearl is not designed for heavy traffic. A compromise solution, with dual ramps, is probably most desirable.*

*Below: An interim solution for waterfront transportation, permitting continuation of work on the Interstate and railroad operations, while the Core plan progresses.*





## PLANNING AND ACTION

With the filing of this report, the essential comprehensive phase of planning is completed — and this should be the beginning of action.

Yet it is fair to say that the action necessary to implement the plan will require further planning — just as the comprehensive planning has to date generated specific action.

Thus the Commission's planning decision of November 1961 to redirect the state's growth from the Campus to downtown Albany led to the State action taking the 98 acre South Mall Site, which in turn led to the detailed planning of the South Mall Project and its arterial approaches, while the general Comprehensive Plan was being completed.

This interplay between planning and action is the key ingredient in the rebuilding of Albany. Only in this way can ideas and drawings be transformed into bricks and mortar; into grass and trees; into life and activity. Only through a co-equal impact of action-upon-plan and of plan-upon-action shall we see in the next two decades a dramatic new form imposed on Albany's downtown; new industries and institutions for the Tri-City Area; a beautiful new image of state government adjacent to the old images of the Capitol, the Education Building and the Alfred E. Smith State Office Building.

Planning must lead to action and action must be based on an imaginative plan or neither is fruitful. The plan that is not implemented is time and talent wasted. The action that is not planned may do more harm than good. And if the plan is to be carried out and the action planned, one cannot have priority over the other. The action that is postponed to await "the completion of the plan" may be postponed forever. The action that is carried through impetuously in ignorance of or in opposition to the plan may be fatal to the plan. Planning and action are equal in importance and coterminous in time.

In this light, it is therefore impossible to speak of "completing" the plan — or of "completing" even the comprehensive phase of the plan — for planning is a continuous activity, constantly changing its direction in order to accommodate unforeseeable decisions and circumstances as these occur. Old conclusions require constant reconsideration as the basis for these conclusions may change.

This Comprehensive Plan Report is therefore not an end in itself but rather a means to the end of a beautiful, efficient and economically healthy Capital City. The plan which the report proposes, while strongly recommended in the light of our present knowledge, is not to be thought of as a rigid straightjacket imposed by the present upon the future, but rather as a guide or roadmap to the desired end. It is important therefore to maintain a sort of tactical opportunism if the rebuilding of Albany is to become an accomplished fact. It is important to seize the opportunities as they occur and adjust the plan accordingly. It is important to recognize as early as possible and to adjust to the sort of revolutionary developments in technology or social structure that have seen in our time the radical changes wrought by the automobile, the airplane, the domestic political changes of the Thirties, and the international political changes of the post-war era. It is important to recognize that equally radical and important changes may lie immediately over the horizon with presently unpredictable consequences for our Nation, for New York State and for Albany.

Yet for these tactical adjustments to be successful, it is above all important to be faithful to the long-range strategic objective expressed in this planning report — the objective of a Capital City for New York State second to none in our Nation — or indeed in our World.





## SOUTH MALL CHANGES

*This photograph of the model for downtown Albany shows the latest thinking with regard to the State Office Complex.*

*As pointed out in the conclusion to this report, planning is a continuous activity, always developing and adjusting to change, rethinking and refinement of ideas. Such is the South Mall design for the new State Office Complex. Since this report went to press, the design has been restudied by the Architects. The plan as presented in this report's drawings and photographs has been superseded by the plan represented here.*

*This later design too may change with time and study for the very process of study infers a progression of thinking and a willingness to alter designs to new conclusions.*

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